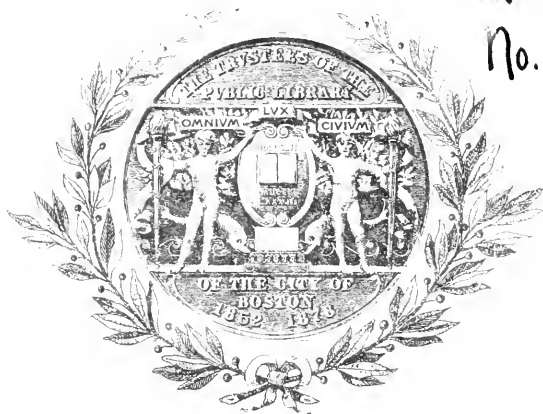




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U. S. DEPARTMENT OF LABOR

JAMES J. DAVIS, Secretary

CHILDREN'S BUREAU

GRACE ABBOTT, Chief

# STATE COMMISSIONS FOR THE STUDY AND REVISION OF CHILD-WELFARE LAWS

BY

EMMA O. LUNDBERG



Bureau Publication No. 131

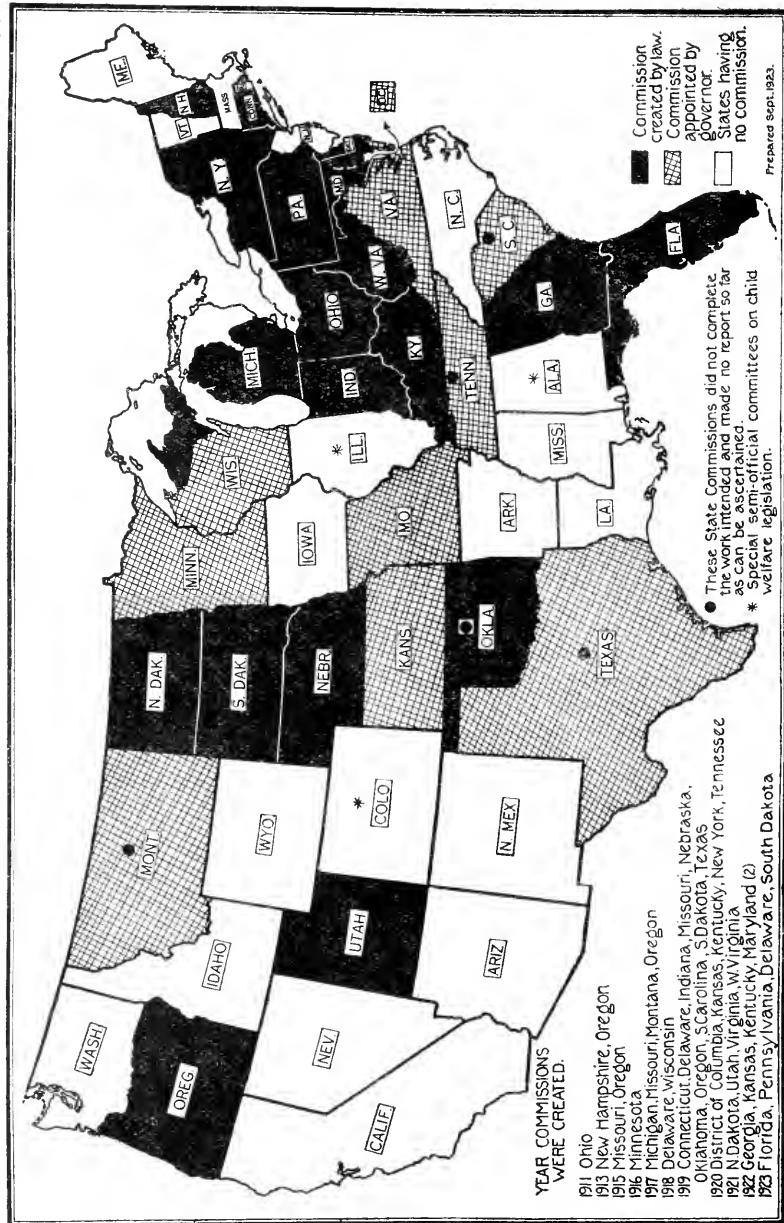


WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1924





# STATE COMMISSIONS FOR THE STUDY AND REVISION OF CHILD WELFARE LAWS--1911-1923.



NOTE.—Iowa commission appointed by governor in November, 1923.

U. S. DEPARTMENT OF LABOR

JAMES J. DAVIS, Secretary

CHILDREN'S BUREAU

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## LETTER OF TRANSMITTAL.

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U. S. DEPARTMENT OF LABOR,  
CHILDREN'S BUREAU,  
*Washington, December 15, 1923.*

SIR: There is transmitted herewith a bulletin entitled "State Commissions for the Study and Revision of Child-Welfare Laws," which is a revision of a bulletin first published in 1920 as a part of the Children's Year Follow-up Series.

A coordinated advance in the whole field of child care is not recorded in the recent legislation of any State which has not had before it the carefully considered recommendations of a child welfare or children's code commission. Since 1920 the number of such official State commissions has increased from 17 to 29. As similar commissions are being urged in other States, it is believed that this summary of organization, methods of work, and programs recommended by the commissions which have been at work is especially timely.

Emma O. Lundberg, director of the social-service division, prepared both editions of the report.

Respectfully submitted.

GRACE ABBOTT, *Chief.*

Hon. JAMES J. DAVIS,  
*Secretary of Labor.*



## **STATE COMMISSIONS FOR THE STUDY AND REVISION OF CHILD-WELFARE LAWS.**

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### **THE DEVELOPMENT AND METHODS OF WORK OF STATE COMMISSIONS FOR CHILD WELFARE LEGISLATION.**

#### **THE MEANING OF THE CHILD-WELFARE COMMISSION MOVE- MENT.**

The growth of the movement for the coordination and revision of child-welfare legislation, following a comprehensive study of the conditions surrounding children in a given State, is one of the most significant and forward-looking developments in the child-welfare field. An organized and cooperative effort to secure legislation based upon the study of conditions in a State and remedies that have been successful in other States has been substituted for the spasmodic and often little-considered proposals of legislative measures by individuals or organizations interested in special phases of child welfare. Study of laws affecting the welfare of children by officially appointed commissions began in 1911. By December, 1923, 29 States and the District of Columbia had officially recognized the importance of unifying and improving legislation for the protection of children. In a number of other States committees have been engaged in studying child-welfare needs, or in attempting to secure the appointment of official commissions.

The principles that already have resulted in so widespread a movement for the better protection of children were included among the "minimum standards for child welfare" adopted by the conferences on child welfare held under the auspices of the United States Children's Bureau in 1919.<sup>1</sup> In that statement the purpose and method of revision of child-welfare legislation were defined as follows:

The child-welfare legislation of every State requires careful reconsideration as a whole at reasonable intervals in order that necessary revision and coordination may be made and that new provisions may be incorporated in harmony with the best experience of the day. In States where children's laws have not had careful revision as a whole within recent years a child-welfare

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<sup>1</sup> Minimum Standards for Child Welfare Adopted by the Washington and Regional Conferences on Child Welfare, 1919. U. S. Children's Bureau Publication No. 62, Washington, 1919.

committee or commission should be created for this purpose. Laws enacted by the several States should be in line with national ideals and uniform so far as desirable in view of diverse conditions in the several States.

Child-welfare legislation should be framed by those who are thoroughly familiar with the conditions and needs of children and with administrative difficulties. It should be drafted by a competent lawyer in such form as to accomplish the end desired by child-welfare experts and at the same time be consistent with existing laws.

The development of child-welfare commissions or children's code commissions or committees, as these official bodies are variously called, has been accompanied by active campaigns of education by local groups and by national child-welfare organizations. In most of the States the scope of work of these commissions has involved from one to two years' study of conditions and needs preliminary to the coordination and amendment of child-welfare legislation. The subjects covered in the various States have included the whole range of child-welfare laws and administration and frequently have also embraced broader social-welfare subjects. Some of the commissions have mapped out for themselves comprehensive programs including all phases of child welfare; others have dealt with only what seemed to them to be the most urgent problems. A few of the commissions have had ample funds and have undertaken extensive field studies and research; others have had very limited funds from public grants or from private sources, and a number have had no funds available.

Perhaps all of the commissions have received assistance in some form from national organizations or Federal bureaus.<sup>2</sup> Special field studies directly connected with the activities of the State commissions are mentioned in reports as having been made in cooperation with the State commissions by several such organizations. These agencies have also furnished the commissions with data regarding legislation and methods of administration in other States, material for distribution in educational campaigns, the results of research on various subjects, advisory aid in planning and carrying out the work, and assistance in drawing up the program for legislative action.

### GROWTH AND PRESENT STATUS.<sup>3</sup>

The appointment in 1911 of the Commission to Codify and Revise the Laws of Ohio Relative to Children is usually credited with being the first official action of this kind. The so-called children's code of Ohio, passed in 1913, resulted from the recommendations of the two commissioners, following their studies of the laws of

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<sup>2</sup> See list of national agencies and Federal bureaus, p. 132.

<sup>3</sup> See map (frontispiece) and also List of State Commissions for the Study and Revision of Child-Welfare Laws, p. 93.

Ohio and various other States. In 1913 the Children's Commission of New Hampshire was created by law, reporting two years later on existing conditions and making recommendations to the legislature. In Oregon, also in 1913, the governor appointed a child-welfare commission, which issued a report and was again appointed in 1915; the second commission reported to the legislature in 1917.<sup>4</sup> In 1914, the Attorney General of the United States appointed a committee to consider the laws pertaining to children in the District of Columbia and to make recommendations. The committee report, dated January 15, 1915, dealt only with the need for new juvenile court legislation.

The Missouri Children's Code Commission was appointed by the governor in 1915. After two years' study of child-welfare conditions in the State and of existing legislation, together with consideration of the laws of other States, this commission in 1917 submitted to the legislature a report embodying bills recommended.<sup>5</sup> The Minnesota Child-Welfare Commission was appointed by the governor in 1916, immediately organized for study of child-welfare legislation and needs in the State, and made its report to the legislature in 1917.

In 1917<sup>6</sup> a continuing commission was created by law in Michigan, and in Montana a commission was appointed by the governor. A second Missouri commission was appointed by the governor, and a third Oregon commission was created by law. The governors of three States—Delaware, Kansas, and Wisconsin—appointed commissions in 1918. All of the 1918 commissions reported to the legislatures of 1919, as did those of Michigan, Missouri, and Oregon.

Seven new commissions and three in States previously having such boards were created in 1919. Those created by law were in Connecticut, Indiana, Nebraska, Oklahoma, South Dakota, Delaware (the second), and Oregon (the fourth). Governors appointed commissions in South Carolina and Texas, and the third in Missouri. In 1920 commissions were created by law in New York and Kentucky, and were appointed in the District of Columbia, Tennessee, and Kansas (the second commission). In that year reports were made to the legislatures by the commissions in Connecticut, Delaware, Indiana, Kansas, Missouri, Nebraska, and South Dakota: and the Oregon commission published compiled child-welfare legislation.

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<sup>4</sup> Followed by new commissions in 1917 and 1919.

<sup>5</sup> New commissions were appointed in 1917 and 1919.

<sup>6</sup> In Iowa a general code revision committee was created by law in 1917. This is not included among the commissions discussed. Bills recommended by the commission relating to schools—including schools for the blind and deaf—illegitimacy, and sex offenses against children were passed in 1923. A bill for the establishment of a child-welfare commission failed of passage, but such a commission was appointed by the governor in November, 1923.

In 1921 commissions were created by law in North Dakota, Utah, and West Virginia, and a commission was appointed by the governor in Virginia. The Virginia commission reported to the general assembly in 1922, and in the same year reports were made by the commission created in Kentucky in 1920 and by the continuing commission in New York. A commission was appointed by the governor in Maryland in January, 1922, and reported within a month of its appointment; a second commission was created by the legislature later in the same year. A third commission in Kansas was appointed by the governor in 1922. Reports to the 1923 legislatures were made by commissions in Kansas, New York, North Dakota, West Virginia, and Utah. A Georgia commission and a second commission in Kentucky were created by the legislature of 1922, the members being appointed early in 1923. In 1923 new commissions were created by the legislatures of Florida and Pennsylvania. Commissions were authorized in two States previously having such organizations—Delaware and South Dakota—and the Utah commission was continued. A commission was appointed by the governor in Iowa.

#### FORMS OF OFFICIAL AUTHORIZATION.

The commissions in 16 States were created by acts of the legislatures,<sup>7</sup> and in 3 States a commission was first authorized by the governor, later commissions being created by law. In 19 other States the governors appointed the commissions without special legislative authorization. In all cases the members of the commissions were named by the governors, except as ex officio members or representatives of State boards were designated by law.

The following lists show the form of authorization and the year the commissions were created in each of the 29 States that have had such separate official bodies for the study and revision of child welfare laws.

##### *Created by act of legislature.*

Ohio, 1911.	Kentucky, 1920, 1922.
New Hampshire, 1913.	New York, 1920. (New appropriations in 1921, 1922, and 1923.)
Michigan, 1917.	North Dakota, 1921.
Nebraska, 1919.	Utah, 1921. (Continued, 1923.)
Indiana, 1919.	West Virginia, 1921.
South Dakota, 1919. (New appropriation in 1921.) 1923.	Georgia, 1922.
Connecticut, 1919.	Florida, 1923.
Oklahoma, 1919.	Pennsylvania, 1923.

##### *First commission authorized by governor; later ones created by legislature.*

Oregon, 1913 (reappointed in 1915), 1917, 1919.  
 Delaware, 1918, 1919, 1923.  
 Maryland, 1922, 1922.

<sup>7</sup> See Appendix, pp. 137-156 for text of laws creating commissions.

*Authorized by governor.*

Missouri, 1915, 1917, 1919.  
 Minnesota, 1916.  
 Montana, 1917.  
 Wisconsin, 1918.  
 Kansas, 1918, 1920, 1922.

South Carolina, 1919.  
 Texas, 1919.  
 Tennessee, 1920.  
 Virginia, 1921.  
 Iowa, 1923.

A committee to revise and codify the child-welfare laws of the District of Columbia was appointed by the Attorney General of the United States in 1914; the later commission was appointed by the Commissioners of the District of Columbia in 1920.

While there have been certain outstanding active and successful commissions among those authorized by governors, the commissions created by legislative acts include a larger proportion achieving definite results. In some instances authorization by the governor followed unsuccessful efforts of representative groups to secure action by the legislature, but in others it seems evident that appointment by the governor came about through the insistence of some organization or group of persons whose interest proved to be of short duration or who failed to gain the general support that is essential to accomplishment in this field. Commissions beginning with this handicap frequently became dormant almost as soon as they had been created. The concerted effort and well-thought-out purpose necessary to secure creation of a commission by the legislature appear to have been in most cases a guaranty of well-directed activity.

The situation which sometimes resulted from lack of cooperation in securing the appointment of a child-welfare commission is illustrated in an excerpt from a letter regarding one commission so appointed:

The —— commission was nothing more than an acquiescent political gesture by the governor, at the urging of a woman's organization. The body had no State support, and there was a very nebulous idea of what it was about.

Fortunately, the majority of the commissions have had a very different experience. The preserving, united efforts of the people vitally interested in bettering the child-welfare laws of their State have permanently influenced the development of protective legislation not only in that State but also in others that have looked to it for guidance. There can be little question that the most desirable form of commission is one that has its origin in a sincere and general interest in working out the problems of child-welfare laws and their administration, and that has been given official recognition as representing the whole State. A commission created by act of the legislature has the advantage of prestige that is a valuable asset to it in securing cooperation and in putting across its program. The experience of many commissions would seem to show that recognition of

official status is of assistance not only in securing the desired legal action but also in assuring attention to the administration of the measures that are enacted.

### NAMES OF COMMISSIONS.

The first official commission was called "The Commission to Codify and Revise the Laws of Ohio Relative to Children." This description of the field of work of the Ohio commission did not cover the different type of activity undertaken by the commissions next created, which emphasized study of conditions affecting child welfare and their correction through legislation rather than codification of laws. New Hampshire, therefore, in 1913 created a "State welfare commission," and in the same year the Oregon Child-Welfare Commission was appointed.

Since that time the States creating official commissions for the study of child-welfare conditions and the revision of laws have been about evenly divided in their adherence to the two ideas set forth in the names of the original commissions. "Children's code commissions" have been created in Nebraska, North Dakota, Maryland, Delaware,<sup>7a</sup> Virginia, Kansas, Kentucky, Oklahoma, Missouri, Georgia, and Florida. In the same number of States the commissions were called "child-welfare commissions"—in Oregon, Minnesota, Michigan, South Dakota, South Carolina, Tennessee, Wisconsin, Texas, Connecticut, and West Virginia, and the name of the second commission in Kentucky was changed to "child-welfare commission."

Variations in names are found in a few States besides Ohio and New Hampshire, previously noted—for example, the New York State Commission to Examine Laws Relating to Child Welfare, the Montana Commission to Standardize Children's Laws, and the Pennsylvania Commission to Suggest Revisions and Amendments to the Statutes which Relate to Children, being among those whose work related only to children. The Indiana Commission on Child Welfare and Social Insurance had a broader field, as indicated. Two commissions dealt with adult- as well as child-welfare problems: The District of Columbia Public-Welfare Commission (previously called "Children's Code Commission"), and the Utah State Welfare Commission. The first Maryland commission, appointed by the governor, was called "children's code commission," but on the recommendation of this group, the commission created by the legislature the same year was called "commission on laws of minors," a name that was considered to describe better the type of work to be undertaken. In general, there has been

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<sup>7a</sup> The new Delaware commission is a "commission to suggest a revision of the existing laws of the State relating to minor children."



no real distinction in the field of work, regardless of the name used to designate the commission. The name "children's code commission" appears to have been used because it is a short title that sounds descriptive—very much as the term "mothers' pensions" is still used popularly to designate aid to dependent children in their own homes—but it is usually not intended to imply that the purpose of the commission is codification of child-welfare laws. There has been some discussion as to the desirability of using the term "children's code commission." At an informal conference of members of State commissions, held under the joint auspices of the Federal Children's Bureau, the National Child Labor Committee, and the special subcommittee of the Committee on Children of the National Conference of Social Work, June 24, 1921,<sup>8</sup> two of the speakers expressed opinions on this subject. Edward N. Clopper, of the National Child Labor Committee, made the following statement:

I think one of the striking features about the children's code movement is that it is bound to be perpetual. I can not conceive of a fixed children's code. Perhaps the word "code" is a little unfortunate, because it conveys somewhat the idea of permanency. The children's code movement has no fixed value; it is a constant growth.

William Hodson, formerly the secretary of the Minnesota Child-Welfare Commission, said:

I do not know of a "children's code" in the country. Minnesota does not have a children's code in the technical sense or use of that term. We do have a body of laws which has been revised in various parts, which we have tried to tie up one to the other, and we have compiled those laws in a separate volume. That is about as far as we have gone in establishing a real code in the technical sense of that term.

The 1921 report of the New York commission says:<sup>9</sup>

There are many reasons why the commission, after careful consideration of the subject, feels that a children's code in a technical sense is not desirable. It is believed, in the first place, that a code, in a measure, would defeat one of the purposes of this commission, which is to aid in making the laws less complex and therefore more readily enforceable. It is obvious that officials are often responsible for administering laws relating to both adults and children. One instance will suffice. Factory inspectors must see that regulations governing the employment of women and children in factories are observed. If these inspectors must consult the labor law for the requirements affecting adults and then turn to a children's code to find the provisions relating to children, their work is made that much more complicated, as all these provisions are now found in the labor law.

Another difficulty involved in a children's code is readily appreciated by members of the legal profession. A large number of the provisions in the

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<sup>8</sup> Stenographer's report of proceedings, in manuscript.

<sup>9</sup> Preliminary Report of the New York State Commission to Examine Laws Relating to Child Welfare, March 14, 1922. Legislative Document (1922), No. 84, pp. 6-7. Albany, 1922.

various laws have been the subject of judicial construction. From time to time extremely important decisions have been handed down by the courts which have formed the basis of administrative action by various State departments and other officials. These decisions, in large part, hinge upon the exact wording of the statute, which, in many instances, would of necessity have to be altered if it should be decided to merge all the children's laws into a code. The risk of thus endangering provisions which have been judicially construed and which have served for years as a guide for public officials is not one to be lightly taken.

Furthermore, everyone with practical experience in administering children's laws knows that many of them are so completely intertwined that it would be virtually impossible to separate the provisions relating to children from those relating to adults.

The name "child-welfare commission," since its use became common, has been applied also to State bureaus or boards charged with administrative or supervisory duties. In one State (Oregon) a bureau named "child-welfare commission" is a permanent bureau having some supervisory authority in connection with institutions and agencies caring for dependent, defective, and delinquent children. In another State (Alabama) the board controlling a State child-welfare department is called "child-welfare commission." In a third State (Delaware) a State agency dealing mainly with child-health activities was similarly named; and in a fourth State (North Carolina) the "child-welfare commission" is the agency enforcing child-labor laws. The title that at first was used only to designate commissions of a more or less temporary nature for the purpose of studying and revising child-welfare laws has therefore become confusing. The present tendency appears to be to use the name "children's code commission" as the generic term but to give the individual commissions more specific official titles.

#### APPROPRIATIONS.

In only 12 States have appropriations been made from public funds for carrying on the work delegated to the commissions. The largest grant (\$22,000) was made to the Connecticut Child-Welfare Commission to finance its activities for two years. The New York State Commission to Examine Laws Relating to Child Welfare received appropriations in four consecutive years—\$5,000, \$7,500, \$7,500, and \$15,000. The Nebraska Children's Code Commission was granted \$7,500 for its two-year period of activity. The Ohio and Indiana commissions were authorized to expend not to exceed \$3,000 and \$5,000, respectively, from "funds not otherwise appropriated." The West Virginia commission had an appropriation of \$4,750. The North Dakota Children's Code Commission was authorized to expend not to exceed \$2,500, and the South Dakota Child-Welfare Commission was granted \$500 for its first two years, \$3,000 for the second period, and \$500 for the third. The new Pennsylvania commission

has an appropriation of \$5,000. The New Hampshire Children's Commission was authorized to make necessary expenditures, and used \$1,350 in connection with its activities. Similarly the Oklahoma Children's Code Commission was authorized to employ stenographers and clerks and such expert advice and assistance as might seem advisable, and the Wisconsin Legislature made an appropriation to cover the exact cost of stenographic work for the child-welfare committee.

The successive commissions in Oregon were financed in various ways. The 1913 commission had no special appropriation, but its report was published by the State; the work of the 1915 commission was made possible by private funds, its report also being printed by the State. The extension division of the University of Oregon undertook to finance the work of the committee appointed in 1917 and published the report of a study made by the Russell Sage Foundation Department of Child Helping. The legislature granted the Oregon Child-Welfare Revision Commission of 1919 \$500 for expenses; its work was mainly concerned with classifying and indexing child-welfare work.

In a few States the expenses of the commissions were met by other public organizations. The South Carolina Child-Welfare Commission had no special fund, but was affiliated with the State board of public welfare. The second Delaware commission was a part of the Delaware Reconstruction Commission. The Virginia Children's Code Commission had no funds from public or private sources, but it had the services of the State legislative reference library, the director of which was the secretary of the commission.

The Georgia Children's Code Commission was granted the services of the executive secretary of the State council of social agencies, and in three other States—Kansas, Minnesota, and Missouri—the commissions secured from private sources funds for the salaries of executive secretaries and for expenses. In Iowa a private agency plans to offer the commission the advisory service of an expert.

In addition to the foregoing, no State appropriations were made for the work of the commissions in Kentucky, Maryland, Michigan, Montana, Tennessee, Texas, and Utah, and no public funds were granted to the commission in the District of Columbia.

#### MEMBERSHIP OF COMMISSIONS.

The number of members appointed on the commissions in the different States has varied from 2 or 3 to 40 or 50. The Ohio commission had only two members—lawyers. The Oregon commission appointed in 1919 to revise the child-welfare laws of the State and the Oklahoma commission, appointed for a similar purpose, each had three members. Two commissions whose purposes included study

of child-welfare conditions—New Hampshire and Michigan—also had three members. The Indiana Commission on Child Welfare and Social Insurance, although its field was broad, had only five members, as did also the first two Oregon commissions, the first commission appointed in Delaware to study child-welfare legislative needs, and the first commission in South Dakota. The second South Dakota commission has only three members, but the new Delaware commission has nine. The first commission in Kentucky had five members and the second, nine. The Florida commission is to have at least five members.

The North Dakota commission had seven members; in the District of Columbia 7 members were appointed, with the provision that the number might be raised to 15. The first Maryland commission had nine members; the second, seven. The Pennsylvania commission has a membership of seven. Other commissions had memberships as follows: Virginia and West Virginia, 9; South Carolina, Georgia, and Iowa, 10; Utah, 11; Minnesota, 12; Wisconsin, 13; Nebraska and Connecticut, 15; New York and Tennessee, 16. West Virginia had, in addition, an advisory committee of five members.

The 1915 Missouri commission had 25 members; that of 1917 had 29 members. The 1920 Kansas commission had 21 active members and 80 serving in an advisory capacity; the commission of 1922 had 43 members. The Governor of Texas appointed 50 persons on the child-welfare commission.

It would appear that a membership of from 9 to 16 is likely to be the most successful. Such a number allows for a division into committees or assignment to special duties. A large committee often proves to be unwieldy and is too widely scattered, both as to location and interests, for the teamwork necessary to accomplishment.

Membership has frequently been based partly on representation of State boards or offices, or of organizations of various types. As has been noted above, in three instances where the work was to deal mainly with the body of legislation lawyers or "persons experienced in legislative work" were designated as the only members. Although it was usually not specifically required in defining the membership, most of the commissions had both men and women members. The Indiana law provided for five members, "at least two of whom shall be women, and two of whom shall be parents."

The law creating the New York commission provided for membership of legislators, and several other commissions, including those in Minnesota, South Carolina, Missouri, and Georgia, had one or more legislators as members. The commissions frequently included *ex officio* members, representing usually the various State boards or departments concerned with children. An instance of the designation of *ex officio* members to the exclusion of representation of gen-

eral State interests is found in the first South Dakota commission, whose membership included official representatives of four State boards and only one member "at large." This limitation naturally resulted in a lack of interest on the part of the general public, and the officials necessarily looked upon the work of the commission as secondary to their original duties.

The composition of the commissions of the various States can be shown most clearly by detailing the list of members that were appointed. In most cases the law did not specify what the membership should be, and the appointments were often made from the point of view of securing individuals whose services would be of special value.

The membership of the New York commission included a large representation of State officers; three members of the senate; three members of the assembly; five members to represent the State departments of education, labor, health, charities, and the State probation commission; and five members at large.

The members of the Minnesota commission included two members of the legislature, one from each house; three judges, two being judges of juvenile courts; the superintendent of the State school for dependent children; a member of the State board of control; a representative of the State labor department; and two women and three men closely affiliated with social-welfare activities in the State. The commission's report was referred to a joint committee on child welfare of the Minnesota Legislature, composed of five senators and seven representatives.

The West Virginia commission included five men—three lawyers, a clergyman, a coal operator—and three women representative of various organizations. The advisory committee appointed by the commission was composed of heads of the State departments dealing with children—president of the State board of control, State commissioner of health, State superintendent of schools, State labor commissioner, and the executive secretary of the State board of children's guardians.

The Missouri Children's Code Commission appointed in 1917 included nine State and local officials, four members of the legislature, eight social workers in private organizations, three officers of State associations of women, and five judges or lawyers.

The law creating the North Dakota Children's Code Commission provided that nominations for membership should be made from the following organizations, the governor selecting the members of the commission from the names submitted: State conference of social work, State federation of women's clubs, State medical asso-

ciation, State bar association, State education association, State federation of labor, and the State minimum-wage department.

The Georgia commission, as provided in the law, consisted of: One superior-court judge, one member of the house of representatives, one State senator, and a member or representative from the federation of women's clubs, State council of social agencies, State board of health, State board of public welfare, State federation of labor, State department of education, and the Georgia League of Women Voters.

The South Carolina commission comprised: Two members of the legislature, three members connected with State boards, one judge of a juvenile court, two representatives of private child-caring agencies, one teacher, and one labor representative.

#### DIVISION OF WORK BY COMMITTEES.

Upon the organization of the commissions one of the first steps taken has usually been to divide the membership into committees, or, where this did not seem practicable, to classify into a few groups the child-welfare problems to be considered. These groupings have depended very largely on the outstanding needs in each State. They are practical rather than "ideal." Where, for example, a particular subject—such as child labor, the care of mental defectives, or child hygiene—had recently received special attention and it was felt that no new legislation was immediately needed, such a subject might be emphasized less than would be the case in a theoretical outline giving each division of the child-welfare problem its logical weight. Again, the situation in a State frequently demanded that certain especially urgent measures be considered to the temporary exclusion of other parts of the child-welfare program. For instance, in Connecticut the commission felt that there was special need for improved legislation for the care and protection of dependent, neglected, defective, and delinquent children, and their efforts were centered on this group of subjects. The membership of the commission was divided into six committees. Three of these committees dealt with the phases of child welfare—(1) dependent and neglected children, (2) defective children, (3) delinquent children; and three dealt with the general problems of the commission's activities—(4) legal and administrative, (5) finance, and (6) publicity.

More frequently the amount of stress placed upon the different subjects is shown in the combinations of topics. Sometimes one committee has been assigned "dependent, neglected, and defective (mentally and physically) children," "delinquent children" or "juvenile courts" being given a separate committee. More often

three different committees have had the topics "dependent and neglected," "defective—mentally and physically," and "delinquent" children. Some of the commissions have grouped as closely related subjects "health and recreation" or "child labor and education." Committees assigned "general child welfare," "general interests of children," or "general social welfare" have dealt with a wide range of problems, including those not specifically covered by other committees. The field of work of the "general child-welfare committee" of the Minnesota Child-Welfare Commission included all the subjects not assigned to the three committees on "mentally defective and physically handicapped children," "dependent and neglected children," and "delinquent children," the general committee dealing with birth registration, vital statistics, regulation of midwives, school attendance, regulation of employment, and crimes against children. The committee on "general interests of children" of the Kansas Children's Code Commission of 1922 included a very different group of topics: Courts of domestic relations, county departments of public welfare, and marriage laws. Other committees of the Kansas commission had assigned to them the subjects: Children in industry, defective children, dependent children, delinquent children, and child hygiene. Because of the special interest at the time in the "protection of maternity and infancy," the Kansas commission had one committee on this subject and another on "health of children."

Although, as has been pointed out, the divisions of the field of child-welfare legislation that have been made by the various State commissions indicate, in general, the commission's ideas concerning the need or the opportuneness of certain measures, rather than an attempt to make a "logical" grouping, they are, nevertheless, of interest to commissions beginning similar work. The names of committees or divisions of the field are therefore presented for a number of the commissions reporting such organizations:

*Connecticut.*

1. Dependent and neglected children.
2. Defective children.
3. Delinquent children.
4. Legal and administrative.
5. Finance.
6. Publicity.

*Georgia.*

1. Delinquency and juvenile courts.
2. Dependent, neglected, and defective children.
3. Child health and recreation.
4. Education and employment.

*Kansas.*

Executive committee.

Legal advisory committee.

1. Children in industry.
2. General interests of children.
3. Defective children.
4. Dependent children.
5. Delinquent children.
6. Health of children.
7. Protection of maternity and infancy.

*Minnesota.*

1. Mentally defective and physically handicapped children.
2. Dependent and neglected children.
3. Delinquent children.
4. General child welfare.

*Missouri.*

1. General laws for the protection of children.
2. Public administration.
3. Delinquent and neglected children.
4. Defective children.
5. Destitute children.
6. Child labor and education.
7. Health and recreation.

*Nebraska.*

1. Special classes of children (dependent, neglected, defective, delinquent).
2. Education and child labor.
3. Health and recreation.
4. General child welfare.
5. Administration and law enforcement.

*New York.*

1. Education.
2. Health.
3. Labor.
4. Institutional care of children.
5. Delinquent children.
6. Dependent, neglected, and defective children.
7. Mothers' allowances.
8. Child protection.

*North Dakota.*

1. Dependent and neglected children.
2. Delinquent children.
3. Mentally defective and physically handicapped children.



*North Dakota—Continued.*

4. Education.
5. Children in industry.
6. Health and recreation.
7. General child welfare.

*South Carolina.*

1. General protection (marriage laws, parentage, property, etc.).
2. General social welfare (State, county, and city agencies).
3. Public health.
4. Dependent children.
5. Delinquent children.
6. Defective children.
7. Child labor.
8. Administration.
9. Formulating code.
10. Facilitating legislation.

*Texas.*

1. Legislation.
2. Survey of child-welfare organizations.
3. Finance.
4. Publicity.
5. Child hygiene.
6. Working child.
7. Public education.
8. Rural child.
9. Dependent children.
10. Erring children.
11. Child welfare in the church.

*Utah.* (Social-welfare commission—not limited to children.)

1. Health.
2. Dependency and neglect.
3. Defective.
4. Delinquent.
5. Public recreation.

**EXECUTIVE SECRETARY.**

When State appropriations or funds secured from private sources have made it possible, the commissions have employed executive secretaries, who have devoted themselves to the work for a number of months or during the entire term of the commission. Frequently members of the commission have acted in this capacity. In a few instances the services of executive secretaries or other assistance has been granted to the commissions by other organizations.

The executive secretary of the Nebraska commission was the executive of one of the leading social agencies in the State. The executive secretary of the New York commission had been for many years the head of a state-wide child-welfare society. The secretary of the Minnesota commission was a lawyer who had had experience in work of social agencies. The executive secretary of the Kansas commission had previously been engaged in state-wide child-welfare activities. The secretary of the Indiana commission was secured through a cooperative arrangement with the extension department of the State university. The executive secretary of the West Virginia commission was a member of the commission; she gave her entire time to the work after her selection to this office. The Connecticut commission employed as executive secretary, on part time, a man on the staff of a university and also had an assistant secretary employed full time. The chairman of the North Dakota commission acted as executive secretary; he was an attorney—formerly assistant attorney general of the State, and active in State matters. In Utah, also, a member of the commission, an attorney who was formerly juvenile-court judge in the largest city of the State, gave a large share of his time as executive secretary. The Georgia commission was granted the services as executive secretary of the secretary of the State council of social agencies, a man who was formerly secretary of the State board of public welfare and active in many forms of social work. In some of the States in which no funds were available for employing an executive secretary money was granted for clerk hire and other necessary expenses.

The experiences of commissions in various States have demonstrated the necessity of having an executive secretary who devotes his entire time to the work of the commission, at least during the period when the program is being formulated and educational work is being carried on. There have been a few instances where some member of the commission has been in a position to undertake active duties of this kind. In general the most practicable method appears to have been the employment of a secretary equipped with experience in social-welfare activities and knowledge of legislative problems.

#### DURATION OF COMMISSIONS' ACTIVITIES.

Most of the commissions had at their disposal a full two years, or almost this length of time, between the date of appointment and the time set for making the report to the legislature. In general, the commissions created by law were given a two-year period for their work, although some reported annually, these States having yearly sessions of the legislature. Commissions appointed by the

governors frequently had shorter time allowances. The Minnesota commission had only half a year at its disposal.

The period of activity was one year in Virginia and Wisconsin. The period of two years was available to the commissions in Connecticut, Indiana, Nebraska, New Hampshire, Ohio, West Virginia, and Utah.

In eight States commissions have been reappointed when their term expired, or new ones have been created by law or appointment by the governor. The Oregon Child-Welfare Commission of 1913 was reappointed in 1915, and new commissions were created by law in 1917 and 1919, the last being the "Oregon Child-Welfare Revision Commission," "to codify, classify, and index" laws relating to child welfare. Each of these commissions was to function for a period of two years so that Oregon practically had the work of such commissions continuously for eight years.

The Missouri Children's Code Commission appointed in 1915 was followed by similar commissions appointed by the governor in 1917 and 1919. Each of the Missouri commissions was active for periods of between one and two years; the last commission reported to the legislature of 1921. In Kansas a committee appointed by the governor in 1918 was succeeded by a commission in 1920 and by another commission appointed in 1922 and reporting in 1923, making a period of five years of almost continuous service by such official bodies. The work of the Delaware Children's Code Commission of 1918 was followed by the special legislative activities of the Delaware Reconstruction Commission which reported its recommendations in 1921, and a new commission to suggest a revision of the laws of the State relating to minor children was created by the legislature of 1923.

In Maryland the commission appointed by the governor in 1922 made its report within a month; it was succeeded by the Maryland Commission on Laws Relating to Minors created by the legislature in the same year for a two-year period. The Kentucky Children's Code Commission created in 1920 was active for two years, being succeeded by the continuing Kentucky Child-Welfare Commission in 1922.

The first of the continuing commissions was the Michigan Child-Welfare Commission of 1917. The law creating it specified that the members were to be appointed by the governor every two years. This commission was abolished in 1921.

The South Dakota Child-Welfare Commission, created by law in 1919, was apparently intended to have continuous existence. The law provided that the commission should report biennially to the governor. Four members were to be *ex officio*, and the fifth member

was to be appointed by the governor to serve for two years. At the expiration of the term of office of this member, who was the secretary of the commission, no appointment was made by the governor to fill the vacancy. In 1923 a new commission was created, consisting of three members, two of whom must be women, appointed by the governor for terms of two years and directed to report biennially.

The terms of the act creating the New York Commission to Examine Laws Relating to Child Welfare in 1920 did not include any statement regarding the continuance of the commission, except the implication contained in the provision concerning reports: "The commission shall make a report of its proceedings to the legislature at its next session and also at such other times as may be required by the governor or by the president of the senate and speaker of the assembly." The commission has received appropriations in each of the years following its appointment, and its work has been continuous, with the services of an executive secretary most of the time. Because of delay in organization and the extent of the field to be covered the commission did not make any recommendations concerning legislation until it had been active almost two years; a second report was made to the legislature in 1923.

The law creating the Georgia Children's Code Commission in 1922 is more explicit. The commission is instructed to "draft for presentation to the succeeding legislatures such laws or amendments to the existing laws as will better safeguard the welfare of children in this State." The members are to hold office for a term of five years, and until their successors are appointed. The law further repeats that the commission "shall make their reports each year to the General Assembly of Georgia." No State funds are at the disposal of the commission. The services of the executive secretary of the State council of social agencies, a State-wide private organization, have been granted to the commission.

The Florida law of 1923 provides for a term of office of four years "and until their successors are appointed and qualified." The commission is to report to the governor two months before the next session of the legislature, and he is to submit the report to the legislature.

The Kentucky Child-Welfare Commission of 1922 has the form of a regular State board or bureau created for the purpose of studying child-welfare needs and recommending legislative measures. The law provides that the nine members of the commission shall be appointed for varying periods of time, in order that there may be continuing service—three members are to be appointed for one year, three for two years, and three for three years, later appointments

being for the full term of three years. The definition of the duties is as follows:

It shall be the duty of the commission to continue the survey of child welfare in the Commonwealth of Kentucky heretofore begun by the Children's Code Commission authorized under joint resolution of the general assembly of 1920; to investigate and study the needs of Kentucky children and present to the governor and the general assembly, prior to each legislative session, a report of their findings and recommendations based thereon; to prepare data upon the subject, and be ready at all times to advise the governor or any member of the general assembly concerning the bills relating to children which may be introduced at any session of the general assembly.

Several commissions have in their final reports recommended that the legislature provide for continuance of their work through a new authorization or the granting of appropriations that would make further work possible.

### PUBLICITY, EDUCATIONAL CAMPAIGNS, AND CONFERENCES.

Educational work is essential to the success of the activities of a commission studying and revising child-welfare laws. Unless the general public in the State, as well as the public and private agencies intimately concerned with the problems, are made aware of the purpose of the commission's work and the necessity for the measures recommended, there is little real gain even though a number of laws are added to the statute books. And without such an educational campaign reaching every part of the State there is usually little chance that the program of the commission will be carried through the legislature.

The Kansas Children's Code Commission reports<sup>10</sup> as a large part of its activities "newspaper campaigns to put the cause of the children before the people of the State, and educational work with the clubs and other group organizations of the State by speakers, literature, and study programs." This commission held a number of open meetings for the public consideration of its proposals in the larger cities of the State.

An especially interesting method of bringing the needs of children before the people of the State was reported by the Oregon Child-Welfare Commission:<sup>11</sup>

The Child-Legislation Exhibit consisted of 11 sets of screens, each set or unit having 3 folding panels, 2½ by 5 feet, fastened together with hinges; each set fitted to a case, the whole weighing about 1,000 pounds.

The subjects covered depicting special needs were as follows:

1. Hospital care for indigent sick and crippled children.
2. Dependent and neglected children.

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<sup>10</sup> Report of the Kansas Children's Code Commission. Topeka, 1923.

<sup>11</sup> Oregon's Duty to the Children. Second Biennial Report of the Child-Welfare Commission, Salem, Oreg., 1917.

3. Child-hygiene division.
4. Problems of illegitimacy.
5. Standard plan for rural schools.
6. State school for the deaf.
7. State school for the blind.
8. State school for the feeble-minded.
9. Industrial school for girls.
10. Boys' training school.
11. Recommendations of the Oregon Child-Welfare Commission.

Besides these there were two sets of stereopticon slides with lectures:

1. The value and need of public kindergartens.
2. The activities of the commission.

The latter set of slides was prepared by the extension department of the University of Oregon. The charts and photographs used on the screens were most attractive, while the facts given and needs shown stimulated deeper thought on questions pertaining to the welfare of children, and appealed to the spirit of higher citizenship in our people. Oregon is the first State to send out an exhibit dealing wholly with proposed legislation for better protection to its boys and girls.

The exhibit was prepared with a dominant note of prevention, and called for a large amount of work, not only from the commission, but from a variety of cooperating agencies, such as the State administration, the State institutions at Salem, the University of Oregon, the State board of health, the State board of education, various organizations, and a number of generous and willing officials in Portland. The railroad companies of the State have been most courteous; besides granting free transportation for the exhibit from place to place, its agents applied themselves conscientiously to the task of handling it. It was an unheard-of venture to send out an exhibit of this kind, covering many hundreds of miles, without a field worker to accompany it. It must be remembered, however, that the commission exists only by honorary appointment of the governor, and no funds were appropriated for carrying on the work. Evidently the public in each city appreciated the situation and liberally aided in carrying out the commission's plans. Much more might have been accomplished, however, had a member of the commission accompanied it.

The exhibit was sent to 30 places, covering a period of six months. It was also sent to the State fair, and lastly to the State capitol, where it was installed for the twenty-ninth legislative assembly.

Two months prior to the completion of the exhibit correspondence was opened with various cities and towns. Letter number one was sent to the superintendent of schools, asking his cooperation and recommendation of an organization in his city that would assume full charge of the exhibit. Letter number two was sent to the organization suggested by the superintendent. If satisfactory arrangements were made, other letters followed with detailed instructions, suggestions for programs, advertising matter, and literature. Letter number three was sent to the mayor. In some cities the mayor extended a special invitation through the press, urging the public to attend; volunteer speakers were available for the various topics represented on the screens from the University of Oregon, Oregon Agricultural College, State board of health, and the several State schools, as well as the State board of education.

The work of the New York State Commission to Examine Laws Relating to Child Welfare has been outstanding in the way in which

local and regional conferences have been utilized in order to secure discussion of the measures under consideration by the commission, and assistance in framing them. The report published in 1922<sup>12</sup> contains the following description of these conferences:

During the fall of 1921 conferences were arranged under the auspices of the commission in Buffalo, Elmira, Ithaca, Binghamton, Saratoga Springs, Albany, and Brooklyn, to which were invited representatives of local child-welfare agencies. These meetings were attended by judges, probation officers, county agents for children's work, child-welfare board secretaries, public-health nurses, school officials, scout leaders, and others at work in various lines of juvenile activities. The informality of these gatherings made possible unusual freedom of discussion, and many suggestions as to needed changes in the laws or defects found in their administration were thus brought to the attention of the commission.

Public hearings of the commission have been held in New York City under the joint auspices of the subcommittees on delinquent children and child protection. These hearings considered particularly the question of county children's courts and the jurisdiction of the New York City Children's Court. A hearing in Buffalo under the auspices of the subcommittees on dependent children and institutional care of children was given over to the consideration of the laws relating to placing out, boarding out, and adoption of children, and to certain questions relating to institutional care of children. Other subcommittees, it is expected, will hold hearings on the various subjects assigned to them.

In New York City two conferences were held with a local group of superintendents and other representatives of child-caring institutions, which were valuable in obtaining the ideas of these persons. A conference under the direction of the subcommittee on labor was attended by representatives of the State department of labor and by school officials and others connected with private organizations interested in vocational guidance and child labor.

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<sup>12</sup> Preliminary Report of the New York State Commission to Examine Laws Relating to Child Welfare, March 14, 1922, p. 8. Albany, 1922.

## ESSENTIAL FEATURES IN COMMISSION PROGRAMS.

The foregoing summaries of the progress and methods of work of State commissions for the study and revision of child-welfare legislation have mentioned features that appear to be of special importance in carrying out successfully the purposes for which these commissions are created. It is obvious that no general rules can be laid down in regard to the form of organization or the plans for the commission's activities. Obviously it is most important that the commission should be "well born." Its heredity and parentage must be such that it will not start life with a handicap. Inauguration of activity for the improvement of child-welfare legislation should not be forced; it should be the result of real interest on the part of the people in the State who are most concerned. Stimulation from outside sources—as study of the history of some of the commissions created in the past will show—is not likely to have lasting effects. Equally unfortunate is the commission created because of the representations of a very limited group or of an individual, without the cooperation, or at least without the understanding, of the agencies concerned with the welfare of the children of the State.

Several of the commissions have been created as a result of educational campaigns by committees representative of various interests. Frequently these are local committees, composed of child-welfare workers of large cities, but the appeal must be state-wide, since measures enacted by the legislature will affect all sections, city and rural. A State commission so inaugurated begins its work with a background of general understanding of its objects; it does not have to spend its time and energies justifying its existence, but can proceed with the task of considering conditions that require changes in child-welfare laws and doing its educational work in this connection. The framing of a legislative program must necessarily involve much "give and take." Different types of interest must be harmonized, compromises must often be made, and the timeliness and "economics" of the measures under discussion must be considered. To succeed in its work it is necessary that the commission shall have originated in a representative movement for its creation and that it shall be in fact an organ through which the best thought and practices in child-welfare work in the State may find expression. It is desirable that the commission shall take advantage of the experience of other States in regard to effective



child-welfare legislation, but it is important that it should also seek out every bit of constructive assistance that may be found in its own State—and there is not a State in the Union that does not bear within itself the germs for this form of “home rule,” if the forward-looking agencies and experiments are made use of. Needless to say, the results will be more readily accepted, and there will be greater promise of permanent good, when consideration has been given to the child-welfare agencies of the State and they have been brought into the program of the commission in a vital way. Conditions in its own State must be the basis of the proposals for child-welfare legislation, especially as related to the forms of administration that will make protective laws effective.

The success or failure of the work in any State depends largely upon the composition and organization of the commission—the equipment of the members for their task and their organization into an efficient working group under competent leadership. Of almost equal importance is the reliance placed upon the members by those most intimately concerned with local child-welfare work and the ability of the commission to work in harmony with organizations representing various interests and theories. If the officially appointed commission is composed of people well qualified to consider the interests of the children of the State not only will their activities result in the revision of laws, but they will have brought about an understanding of child-welfare needs and the purposes of the legislation that will go far toward securing the proper enforcement of the laws for the protection of the children of the State.

It has been pointed out that the campaign for the creation of a commission to study and revise child-welfare laws is frequently originated by agencies working in large cities. This is naturally the case, because of the extent of the problems needing adjustment, and, even more, because constructive experiments in advancing child-welfare work are more common in the cities than in rural districts. It is essential that fair consideration should be given to all parts of the State. Rural child-welfare needs are frequently little known, and the methods of meeting them are not readily discovered. In sparsely settled sections of the State it is therefore even more necessary than in cities to seek out the individuals and the agencies that can help solve the question of how to meet the special needs of the children in these communities.

Moreover, not only is it essential for the success of the work of the commission to base legislation upon a thorough knowledge of conditions in the State and an analysis of existing legislation, but the plans of even the most enlightened commission are likely to be barren of results unless the people who are, or may become, interested in these matters, and especially their representatives in the legisla-

ture, have been prepared for the new proposals through well-directed publicity. Educational work must reach all parts of the State—the rural areas as well as the larger centers of population—if the commission's program is to become effective. In the foregoing section relating to publicity illustrations have been given of various methods of bringing the work of the commission before the public—newspaper publicity, speeches, exhibits, public hearings, and regional conferences. This educational work has two objects—(1) to aid in framing the laws and (2) to make known the purpose of the legislation proposed and create sentiment in favor of its passage. For the former, public hearings and regional conferences following upon more individual methods of securing helpful ideas and criticisms concerning measures have proved to have very great value in making the commission program fit the needs of various types of conditions and also in creating a spirit of cooperation throughout the State that is of the greatest importance in securing the enactment of laws recommended and in their later enforcement. The interest of the general public, equally important, is reached through the newspapers and through presentation to meetings and organizations of the purposes of the commission's recommendations.

Unless there is general understanding of the desirability of the changes advocated the work of the commission bears little fruit, even though the bills recommended by it are enacted into law. The importance of providing machinery for constructive administration has been recognized as fundamental, and the legislative programs of many commissions have centered around the creation or expansion of a State board or department whose function it will be to see that the laws for the protection of children are carried out in all the parts of the State and—going back to causes and prevention—to do educational work and inspire local action to the end that the evils that are found to require legal control may be eliminated and that healthful conditions for children may be developed. It has not usually been considered the object of these State commissions to concern themselves primarily with the arrangement of laws but rather with the question of securing laws that are requisite and making these laws really effective for child protection. New measures must be considered in relation to each other and to existing laws; consideration must be given especially to unity of administration. This is especially important in connection with laws that have a bearing upon the duties of public agencies, State or county. Sometimes reorganization of State boards and the creation of county boards of public welfare have resulted directly from the need for providing agents to enforce a group of new child-welfare laws. Whether the administrative agencies are planned for the purpose of making effective legislation that is to be proposed or the approach is from the other direction—

planning legislation in view of available or possible means of administering it—it must nevertheless be taken as a cardinal principle that the value of laws lies in the quality of their administration.

In the standards for child welfare proposed by the Washington and regional conferences held under the auspices of the Federal Children's Bureau in 1919 the statement was made that "the child-welfare legislation of every State *requires careful reconsideration as a whole at reasonable intervals*, in order that necessary revision and coordination may be made and that new provisions may be incorporated in harmony with the best experience of the day." In six States commissions apparently designed to be continuing, or having no fixed time limit, have been created. Two of them became inactive after a period of work; one <sup>12a</sup> has worked steadily for three years, submitting two reports to the legislature; three were created less than a year ago. In effect, the work of those continuing commissions that have functioned up to this time has been similar to the work done by commissions with a fixed time limit of one or two years that were reappointed or were immediately succeeded by other commissions in order to finish their work, as distinguished from commissions that have attempted to put through a complete program of child-welfare legislation within the time limit allowed them. In one notable instance three successive commissions were appointed, the first having presented a complete legislative program, most of which was defeated; the second presenting measures that had failed, supplemented by others; and the third commission repeating the methods of the second, resulting after three attempts in securing the enactment of most of the measures originally recommended, or their substitutes. Much of this form of repeated activity would undoubtedly be rendered unnecessary if the commission undertook its work under the right conditions, having agreement within its own ranks and a public educated in the purposes of its proposals. Many State commissions have found, however, that their work requires more than the usual maximum time of two years, and that it is desirable to work out the program gradually, instead of attempting to introduce into one legislative session a large body of laws relating to all child-welfare subjects. In working on this basis it is necessary that there should be the same kind of consideration of a unified plan as when a complete body of recommendations is to be submitted at one time; piecemeal legislation must be guarded against by such commissions.

Interest in child-welfare legislation must be continuous and there must be constant watchfulness to meet new emergencies that arise. But one of the greatest difficulties that public agencies have to con-

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<sup>12a</sup> A new continuing commission has since been created in this State.

tend with is the constantly shifting legislation, or efforts to change existing laws. The situation in certain States is illustrated by the statement of an official of a State board that "three months of every year must be spent largely in efforts to keep detrimental bills from passing." Frequently laws that have been enacted as a result of concerted efforts by groups concerned with child welfare are amended or removed from the statute books before they have had a chance to be tried out. Although it may be desirable in view of constantly changing conditions and developing needs to have an official body always watching child-welfare legislation, there is great danger that continuing commissions may become inactive through losing interest. They can not have the very important incentive that commissions with limited time periods have, and the working partnership with agencies in the State is not likely to be maintained over a period of years; it would seem natural for an unlimited commission to become gradually self-sufficient and cease to maintain close contact with other organizations in the State.

It remains to be determined in the next few years whether or not the idea proposed by the child-welfare conferences cited will be tried out and legislation considered "as a whole at reasonable intervals." This would probably mean the creation every few years of a new commission, with a definite time period for its activity. It would not necessarily mean revision of laws but review of legislation in the light of conditions existing at the time and study of the success or failure of the actual operation of the laws already on the statute books. It is obvious that the introduction of bills through individual initiative will always continue; progress demands that there should be no effort to discourage this, even if it were possible to do so. The value of the work of commissions for child-welfare legislation has resided largely in the opportunity it has afforded for all individuals and groups to unite in framing child-welfare laws and in the educational activities that have impressed upon the people of the State the importance of coordinating laws. The work of such a commission should decrease the grist of bills presented individually, not only in the year it makes its report but in succeeding years, especially if it is the plan to have similar consideration by an official commission periodically. As has been pointed out, one of the gains would be the greater opportunity given the laws that have been passed to be in operation for a time sufficiently long to permit their merits or defects to be discovered.

It is encouraging, in view of the precipitateness with which many of the States were drawn into this movement for official commissions to consider child-welfare legislation, that only 6 or 7 of the 29 commissions have failed to carry out the work they were appointed

to do; some of these did not carry out the program planned or did not go so far as making a program; others ceased to function after they had had a period of activity.

The accomplishments of the various commissions are not to be gauged according to the percentages of their recommended bills that were enacted into law. A commission may have scored very low in this respect, and may still have done a piece of work that has permanency and that will in the future gradually bring to pass the things that were aimed at. The real value of the work of a commission for the study and revision of child-welfare laws lies in the educational work it has done, the interest it has stimulated, and the unity of purpose that it has developed among the child-welfare workers of the State, fully as much as in the program of legislation that it has succeeded in placing upon the statute books.

## SUMMARIES OF ORGANIZATION AND PLANS OF STATE COMMISSIONS FOR CHILD-WELFARE LEGISLATION.

### Connecticut.

*Child-Welfare Commission*, created by law, May 14, 1919. (Special acts, January, 1919, ch. 285, secs. 1 and 2.)

The duties of the commission were defined as follows: "To study and investigate the laws, conditions, and practice of this and other States and countries relating to dependent, neglected, defective, and delinquent children and the entire question of child welfare." The commission was instructed to report the results of its investigation to the next session of the general assembly, including in its report "a proposed code of laws, which shall include a revision of the provisions of the general statutes relating to children, with such changes and additions as it may deem advisable."

An appropriation of \$12,000 was originally provided for the work of the commission by the State board of control, but upon later application an additional sum of \$10,000 was granted. The members served without pay, but they could incur necessary expenses approved by the board of control.

In accordance with the terms of the law, the governor in 1919 appointed a commission of 15 members. The commission employed an executive secretary giving part time to the work, an assistant secretary, a staff of from one to five field workers, and office assistance. The commission membership was divided into committees on the following subjects:

1. Dependent and neglected children.
2. Defective children.
3. Delinquent children.
4. Legal and administrative.
5. Finance.
6. Publicity.

Studies were made along the lines indicated, including special investigations of the work of public and private institutions caring for children, the child-placing work of both public and private agencies, provision made for defectives, juvenile courts, and probation.

In his letter of transmittal of the report made to the governor, the chairman of the commission made the following statements concerning the work of the commission:<sup>13</sup>

Directly upon its first meeting and organization the commission found itself agreed that its most immediate and urgent task was to undertake a careful study of the actual situation in this State with reference to the various classes of handicapped children enumerated in the act. It seemed clear to us that any recommendation of new legislation which we might eventually make in the interest of child welfare ought to be based upon a thorough understanding of the conditions such legislation was designed to meet, and that whatever action might be taken by the present session of the general assembly or by any future legislature would be likely to be wisely decided upon only so far as it was accompanied by an adequate knowledge of what is actually happening among the dependent, neglected, defective, and delinquent children of the State. \* \* \*

The result of our study and investigation must speak for itself, but it is safe to say that no such thorough survey of conditions bearing on the welfare of children has ever before been undertaken by any State of the Union. Connecticut has in this respect set up a standard which is likely to have a widespread influence for good; and we have no doubt that the amount appropriated will be saved to the taxpayers of the State many times over in the check which the body of facts we have assembled may offer to hasty legislation and the guidance it will furnish toward wise administrative and legislative measures in the field of child welfare in the years to come.

A careful study of our own Connecticut problems has the manifest advantage that it points the way to legislative action suited to the habits and temper of our people. A goal desired by all may be obtainable in more ways than one, and in matters of social betterment the slow and sure way is often in the end the best and quickest. \* \* \* Our conviction has been strong that changes in the laws of the State ought to be made without any unnecessary disturbance of existing conditions or any violent break with the past. We believe our report will show how it is possible to build the new strongly and well upon the old.

The commission limited its studies and recommendations to a small part of the field of child welfare. Special reports were submitted on the following extensive field studies: The Placing Out of Dependent and Neglected Children in Connecticut; The Legal Handling of Juvenile Offenders in Connecticut; The Institutional Care of Children in Connecticut; Handicapped Children in School and Court; Life Histories of Young Men in Connecticut's Reformatory.

The commission's report contains an introductory statement of general principles that were established by the investigations and which form "the underlying foundation upon which all effective work for the children of Connecticut must rest":<sup>14</sup>

(a) The natural custodians, protectors, and guardians of the child are its parents. Any other form of care must be regarded as a substitute, something less than ideal, necessitated by some abnormal condition. This conclusion is supported by biology, by social evolution, by religion—and by common sense.

<sup>13</sup> Report of the Commission on Child Welfare, 1920, State of Connecticut, pp. VI-VII.

<sup>14</sup> *Ibid.*, pp. 3-4.

(b) The most satisfactory environment for the normal child is his own home. As long as the conditions of a genuine home exist no other environment is likely to prove so helpful. If conditions necessitate the substitution of some other environment, the best alternative is the nearest possible approach to a genuine home.

(c) Because society has a profound and legitimate interest in its children it has a corresponding interest in the homes which are the cultural environment of those children. It is the right and duty of society, through the formal organization of the State, to establish and prescribe such standards of home life as are necessary for the safety and progress of society itself.

(d) When, in any family, the established standards of home life and care of children are not maintained it is both the right and the duty of the State to assert its authority. This may be done either by insisting upon the improvement of home conditions, or, if this can not be accomplished, by the removal of the child from the home.

(e) The removal of a child from its own home must always be regarded as the extreme step. Every other expedient should be given prior consideration. Only when other remedies have failed, or when home conditions are so bad that the welfare of the child imperatively demands it, should this final step be taken. Even then the removal should be regarded as temporary until it has been conclusively shown that proper conditions can not be established in the home. The regeneration of the home should be the first and foremost objective of social effort.

(f) In the care of children so much is at stake that only the most experienced and competent agencies should be intrusted with the work. For the exercise of its own authority, the State must have agencies of both a supervisory and a judicial character. These should be given the widest possible latitude to enable them to care for all types of cases. Administrative agencies are also necessary in so far as the State undertakes to give actual care.

(g) Because of the helplessness of the child and his peculiar sensitiveness to environmental influences, many laws of a protective or developmental nature are necessary for children which would be an unwarranted infringement of personal liberty if applied to adults.

(h) Because the solution of most child problems is a matter of adjusting environmental conditions, and because of the historical development of legal administration in Connecticut, the actual care of needy children should be intrusted, as far as possible, to local officials and local agencies.

The commission found that these principles were being commonly violated in the following respects:

1. The expedient of removing a child from its home as a means of bettering its condition was adopted too freely and too readily. Children were placed in the county homes in many cases with almost no attempt to find means of improving the conditions in their own homes or any effort to put these means into effect. In many instances parents used the county homes as a cheap method of securing support for their children until they should become of working age.

2. Throughout almost the entire child-caring work of the State there was a lamentable absence of adequate investigation of cases before action was taken.

3. Far too little attention was given to an effort to rehabilitate the child's parental home. Almost no work of this kind was done by the public agencies.

4. There were no adequate agencies in the State for the proper placing-out of children directly from their homes to foster homes without an intervening period of residence in an institution.



5. There was too ready recourse to institutional commitment as a solution for all types of child maladjustments. The county homes were not in fact temporary homes, as the law intended them to be, but retained children for extended periods of time. The needy children of the State were subjected to "institutionalization" to a deplorable degree.

6. The law did not provide for the efficient utilization of the institutions that existed; courts were not empowered to commit children to private institutions, some of which were excellent.

7. No adequate analysis of individual cases was made or could be made as a basis for treatment.

8. In many cases the final decision as to the disposition of a needy child was based upon conditions of fiscal expediency, rather than upon consideration of the needs and welfare of the child.

9. Because of faulty investigation or entire lack of investigation, practically no record of a child's history or statement of the conditions which brought him under care accompanied the child upon commitment. The county homes and other institutions and agencies were therefore deprived of the knowledge of the child's history, which was essential in the proper handling of the case.

10. A statement of the child's physical and mental condition should accompany him through the entire period of care. No provision existed for this, in connection with most of the agencies dealing with children. Adequate provisions for physical and mental examinations were almost lacking in the courts.

11. Much of the placing-out work done by public and private institutions and agencies fell far below the accepted standards. There was almost general failure to fulfill the requirements of good placing-out work—thorough investigation before placement; intelligent effort to secure the right adjustment of the child to the home, based on genuine knowledge of the child; and conscientious, intelligent, and continuous supervision of the child and the home after placement.

12. There was no machinery for the proper supervision of all institutions and agencies caring for children in the State. This lack of supervision permitted undesirable conditions and methods on the part of the less able or less conscientious agencies, and contributed to the unfortunate, disconnected treatment of many children's cases and to the not infrequent complete disappearance of individual children. The burden of supervision placed on the State board of charities was entirely too great for it to discharge properly. There was an absolute lack of any systematic report by agencies to any authoritative central body, and therefore it was impossible for any single State authority to keep track of the developments in child-caring work in the State or to guarantee the proper handling of the cases of individual children.

13. The failure and lack of existing methods of child care was evident in the very high percentage of replacements in the county-home cases, and to a somewhat less extent in the cases handled by private institutions.

14. One of the most serious features of the county-home system was the absence of any formulation of a plan for the life of a child after he left the institution. Provision was also needed for the after-care and guidance of children released from the county-home jurisdiction.

15. To a very large extent the delinquent child was treated as if he were a criminal. Practically every principle of proper children's court procedure was more or less generally violated in the State. There was an utter lack in the ordinary handling of delinquent children, of any adequate investigation of the cases by a competent official before the hearing in court, and the judge was deprived of the basic knowledge essential for the proper determination of the causes of delinquency.

16. The juvenile probation system in effect in the State fell far short of the needs.

17. In certain respects the needs of the mentally defective children were more urgent than those of any other type. Though of high grade, the institutional facilities provided were very inadequate to care for children requiring custodial care.

The two chief proposals of the commission were embodied in bills relating to the establishment of a State bureau of child welfare for the supervision of all child-welfare work in the State and the establishment of a competent juvenile-court and probation system. Other proposed measures dealt with enforcing parental support of children born out of wedlock, and the protection of such children, and the creation of a division of special education and standards under the State board of education for the benefit of the handicapped and defective children. The commission also submitted drafts of bills designed to remedy various defects in the existing statutes, through amendment, repeal, or additions, among them the following: Additions to the chapter on adoptions; the duties of the selectmen with respect to dependent, uncared-for, and neglected children; the importation and exportation of children; forbidding the maintenance of children in almshouses; repealing a series of acts on indenture of children; additions to the laws relating to crimes against children; amendments to the acts relating to the State school for boys, the industrial school for girls, and the State training school for the feeble-minded; amendments to the acts on county homes; amendments to the laws concerning licensing of boarding homes for children; amendment of the act on the care of crippled children.

The major bills relating to a bureau of child welfare, provision for handicapped school children, and the juvenile courts were enacted into law after various changes had been made in the original drafts presented by the commission. Of the minor bills, the following became law: "An act concerning reformatory institutions for boys and girls," "an act concerning boarding homes," and "an act concerning the county homes."

### Delaware.

*Children's Code Commission*, appointed by the governor in July, 1918.

The membership of the commission consisted of five men. No comprehensive study was made, and the only measure recommended to the legislature of 1919 was a bill creating a State board of charities. This measure became law.

In April, 1919, the legislature passed a law creating the *Reconstruction Commission of the State of Delaware*. (Laws 1919, ch. 66.) Part of the prescribed duties of this commission were "to make

recommendations to the appropriate official agencies for such legislative or executive action as it might believe to be desirable, in view of its investigations."

The reconstruction commission consisted of seven members, appointed by the governor, and a paid secretary who was engaged in organizing infant and child-welfare activities throughout the State. Comparatively little of its time and staff could be devoted to legislative work, one worker giving part time to it. The commission placed with committees in 51 communities a child-welfare questionnaire study, prepared jointly by agencies representative of the various branches of child-welfare work. It covered the subjects of public health and general social welfare, child health, educational opportunities, employed women and children, moral influences, recreation, and children in need of special care. The commission attempted to secure some coordination and concerted action in child-welfare legislative proposals. A booklet called "The Chance of a Delaware Child" was prepared and issued by the commission, containing, besides a general report on the work of the commission, the assembled legislative programs of certain other child-welfare agencies and the legislative recommendations of the reconstruction commission.

More than 30 bills were introduced in the legislature in 1921 embodying ideas set forth by the reconstruction commission and the groups that had worked with it. The bills related to: The Wilmington juvenile court, the State commission for the feeble-minded, importation of dependent children, the State board of health, nursing practice, employed women and children, maternity benefits, mothers' pensions, a State child-welfare commission, marriage laws, repeal of the law allowing "binding out" of children, amendment to the bastardy law, designating prophylactics to be used in the eyes of babies to prevent inflammation, alteration of forms for birth certificates, and providing for rural probation service.

The secretary of the reconstruction commission listed the following laws which had been enacted by the 1921 General Assembly of Delaware as a result of the proposals made by the commission:

Creation of a child-welfare commission to develop a child-welfare program, including specifically maternal and child-health work. Study of conditions affecting children and promotion of legislation for their welfare was also to be a definite part of the work of the new commission, which took the place of the reconstruction commission.

Repeal of the old "masters and apprentices law," making impossible the binding out of children.

Requiring the use of and designating the prophylactic that may be used in the eyes of the newborn, to prevent inflammation and blindness.

Requiring the attendants at childbirth to make an entry on the birth certificate of the kind of prophylactic used in the eyes of babies at birth, and requiring that a summary of the law be printed on the back of birth certificates.

Amendment of the "bastardy law" to modernize it by including broader provisions in regard to securing parental support, and legitimation of children by subsequent marriage or by written acknowledgment of parentage.

Revision of the marriage law to prohibit the marriage of the venereally diseased, first cousins, and persons on probation or parole except with the permission of the court or institution having them in charge: establishing the marriageable age at 16 for girls and 18 for boys.

In 1923 laws were passed relating to the Wilmington juvenile court, mothers' pensions, street trades, hours of labor of children under 16, and the employment of children in dangerous occupations. The child-welfare commission was abolished and its functions taken over by the newly created State health and welfare commission. A new *Commission to Suggest a Revision of the Existing Laws of the State Relating to Minor Children* was created and was directed to report to the next session of the legislature. The members, who are to serve without compensation, are as follows: One member of the senate and one member of the house of representatives, to be named by the president pro tempore of the senate and the speaker of the house of representatives, respectively; one representative from each of seven organizations, to be selected by the respective boards of managers or governing bodies, namely, the Children's Bureau of Delaware, the Delaware Child-Welfare Commission (superseded by the Delaware Health and Welfare Commission), the Delaware Society for the Prevention of Cruelty to Children, the Delaware Children's Home Society, the Wilmington juvenile court, the Delaware State Board of Education, and the Labor Commission of Delaware.

### District of Columbia.

The Attorney General of the United States, March 6, 1914, appointed a committee of five to study the laws pertaining to children in the District of Columbia. The letter addressed to the members states the proposed scope of work of this committee.

Intending soon to take under consideration the question of the amendment, revision, and codification of the laws in force in the District of Columbia pertaining to children and to the jurisdiction, practice, and procedure of the juvenile court of the District, I have the honor to request you to serve on a committee \* \* \* to study the present laws and the needs of the District in this particular, and to advise me in the premises, accompanying your report,

If you will, with a draft of such a code as the committee believes would give the District satisfactory laws upon these subjects.

The committee in its report, January 15, 1915, described the work it had undertaken as follows:

In pursuance of the work thus put before it, the committee made a compilation of all the existing laws relating to children in the District, so that it might be informed as to the development and operation of these laws, and as to how far any revision was needed.

It also secured a list of all children's institutions or agencies in the District, and, by means of a brief but comprehensive questionnaire calling for annual reports and for the facts as to the organization and connection, if any, of each of these with the Government, collected the data needed for taking a comprehensive view of the whole field, and of the relations of each of these institutions and agencies to the others and to the Government.

While this survey revealed certain obvious problems and needs, as, for example, that the District has no provision for feeble-minded and epileptic persons, and that institutional care for delinquent white girls and for the slighter offenses of delinquent boys is lacking, the most apparent and urgent need was a revision of the present juvenile court law, to which reference had been specially made in the letter of appointment. The reasons for this will appear in the discussion of this particular subject later.

It soon became apparent that a plan for providing adequately for all cases of neglected and defective children in the District would require not only careful study of the local situation, but also of the latest and best methods in use in other communities. In the meantime the juvenile court is treating the cases of neglected and defective children and, owing to the defects in the law, is working injustice upon them. The committee, therefore, felt it a duty to submit a report on this phase of the problem in order to avoid the delay which further study of the whole question would necessitate. It regards a prompt revision of the juvenile court law as imperative.

Accompanying this report, and part hereof, are the drafts of two bills:

(a) A bill amending the present juvenile court law and in fact creating a new juvenile court.

(b) A bill intended to remove certain disabilities affecting children by reason of judgments of conviction of crime of record against them in the juvenile court of the District.

The committee presents these measures in the hope that they will be introduced in the Congress and passed as drawn. A discussion of their merits involves primarily a consideration of the existing law and the results obtained under it.

The proposed bills have not been passed by Congress.

*District of Columbia Children's Code Commission* of five members, appointed by the Commissioners of the District in September, 1920.

No appropriation was available for salaries or expenses. In May, 1921, the Commissioners of the District increased the scope of the work of the commission and its name was changed to *Public Welfare Code Commission of the District of Columbia*. The duties of the new commission were defined as follows:

To codify the laws of the District of Columbia relating to matters of public welfare concerning the care, confinement, and treatment of the insane and

mental defectives; children, their care, custody, education, labor, and correction; employment of minors: the juvenile court; aid or support of parents; aid to mothers with dependent children; charities and corrections and charitable and correctional institutions and all kindred or related subjects; and to recommend to the Commissioners of the District of Columbia what amendments and new legislation are, in their judgment, necessary to improving the law.

Seven members were named by the commissioners, to serve without compensation. Additional members have been appointed, and in December, 1923, the total membership was 16.

A letter from the secretary of the commission states that during the year 1922 the commission had considered proposed amendments to an act relating to lunacy proceedings and to an act to amend the juvenile court act of the District of Columbia and also had discussed other changes in laws of the District. In November, 1923, active work was planned in cooperation with the Division of Child-Welfare Legislation of the Russell Sage Foundation.

### Florida.

*Children's Code Commission*, created by act of the legislature May 7, 1923. (Laws of 1923, No. 155, ch. 9273.)

The commission was directed—

to edit and codify the laws of a "general nature" relating to children and to report to the next succeeding session of the legislature through the governor of the State of Florida any desirable changes thereto; it shall further be the duty of the said children's code commission to thoroughly study the conditions now existing relating to the welfare of the children and to present their findings, together with a legislative program deemed necessary to remedy the existing conditions and to promote the welfare of the children of the State of Florida.

The law provided for a membership of at least five citizens, appointed by the governor for four-year terms. No appropriation was made, and the members are to receive no remuneration. At the date of writing (September 10, 1923), the commission has not yet been appointed.

### Georgia.

*Georgia Children's Code Commission*, created by act of the legislature July 26, 1922. (Laws 1922, No. 300, p. 71.)

The duties imposed upon the commission were "to study the existing laws of Georgia which in any way affect child life, to study conditions of child welfare in the State, to study the laws of other States, and to consult authorities in this and other States, and to draft for presentation to the succeeding legislatures such laws or amendments to the existing laws as will better safeguard the welfare of children in this State." The implication is that the commission will continue in existence for a period of years.

The law provided for 10 members of the commission, to be appointed by the governor and hold office for five years and until their successors were appointed. The membership was to be made up as follows: One superior-court judge, one member of the house of representatives, one State senator, and a member or representative from each of the following organizations: State federation of women's clubs, State council of social agencies, State board of health, State board of public welfare, State federation of labor, State department of education, and Georgia League of Women Voters. No appropriation was made for the work of the commission, and it was specifically provided in the law that members "are not to be paid any salary or remuneration whatever by the State of Georgia, nor are they to receive any salary or remuneration from anyone whatsoever for their services."

The commission was organized early in 1923 with the following committees: 1. Delinquency and juvenile courts; 2. Dependent, neglected, and defective children; 3. Child health and recreation; 4. Education and employment. The Georgia State Council of Social Agencies granted to the commission the service of their executive secretary to act as executive secretary of the children's code commission.

The State council of social agencies organized an advisory committee on children's laws, divided into four sections similar to those followed by the children's code commission, composed of 100 leading citizens and representatives of State organizations, which will serve as a clearing house for the consideration of needed legislation, criticize drafts of bills prepared by committees of the commission, and give its support to the commission when it submits a program of laws to the legislature.

The advisory committees held hearings in the State capitol before the commission had met to discuss the plans for the commission's work. These hearings were attended by national authorities in the various fields of child welfare, and the different State groups interested in special legislation had an opportunity to present their ideas, and they were thoroughly discussed. The advisory committees undertook the drafting of legislation in which they are interested and the collection of material for consideration by the commission.

The commission decided not to advocate or sponsor any new legislation at the 1923 session but to report in detail the progress of its studies. It also decided to submit to the 1923 legislature data concerning the enforcement or lack of enforcement of existing laws and the adequacy of appropriations for their enforcement. In accordance with this decision, a report was submitted to the governor and general assembly, summarizing the progress made by the commis-

sion in its study of laws and calling attention to the inadequate financial support accorded vital and important State departments and institutions.<sup>14a</sup> The commission recommended proposed budgets which would enable the following agencies to function more effectively: The child-hygiene bureau of the State department of health, enabling it to match the Federal funds available for maternity and infancy work; the State department of public welfare; the State training school for boys; the State training school for girls; the State training school for mental defectives; additional child-labor inspection; the promotion of physical education in the State department of education; and the State library commission. The legislature increased the appropriation for the State department of public welfare and granted to the State training school for boys a small appropriation for building.

### Indiana.

*Commission on Child Welfare and Social Insurance*, created by law March 15, 1919. (Acts 1919, ch. 197, p. 771.)

The governor was directed to appoint a commission of five persons, "at least two of whom shall be parents." The commission was instructed "to make a careful and systematic study of child-welfare and social insurance." The work was to be done through visiting the various parts of the State, holding public hearings, and making careful inquiry into the problems of each locality, and the commission was authorized to visit other States in order to investigate the methods employed and the results achieved. The law further states that "the commission shall also draft such bills as may be necessary to embrace and carry out its recommendations and submit them to the next general assembly for consideration."

A sum of \$5,000 was appropriated. The members were to serve without compensation but were allowed necessary traveling expenses and could employ a clerk and a stenographer. It was provided that the commission might avail itself of the collections or facilities of any State department in obtaining the information and data necessary to the successful prosecution of its work.

When the commission met for organization it divided its activities into two sections, as the law directed—social insurance and child welfare—and selected a chairman for each section.

The subcommission on child welfare made an analysis of the laws of Indiana concerning the welfare of children, especially those relating to the guarding of the public welfare of children.<sup>15</sup> On the

<sup>14a</sup> First Annual Report of the Georgia Children's Code Commission to the Governor and General Assembly. Georgia Children's Code Commission, 61½ North Forsythe Street, Atlanta, Ga.

<sup>15</sup> Child-Welfare Legislation: Work of the Indiana Subcommission on Child Welfare of the Commission on Child Welfare and Social Insurance. Bulletin of the Extension Division, Indiana University, Vol. VII, No. 1 (September, 1921). Bloomington, Ind.



basis of its studies of conditions and existing laws, the commission in January, 1921, recommended for action by the legislature 19 bills, 3 of them relating to general health conditions having a bearing on child welfare. The 16 bills relating specifically to child welfare dealt with the following subjects:

Triple compensation under the workmen's compensation act for children injured while illegally employed.

Street-trades regulation.

Functioning of the present junior-placement and vocational-guidance features of the employment service law.

Minimum school term of eight months.

Change in school-textbook system.

Adequate school grounds for all schools.

Revision of school-census system.

Apportionment of school fund on school attendance.

Compulsory health supervision in the schools.

Compulsory physical education in the schools.

Compulsory mental examination of school children.

Educational departments of all State charitable and benevolent institutions under State educational authorities.

Generous support of the department of infant and child hygiene of the State board of health.

A unit for crippled and sick children and children in need of special surgical care.

Support for the State detention home already provided for by statute.

Care of unplaceable and diseased children.

In addition to the subjects recommended for legislative action, the commission suggested the need for further investigation and study of the following as a basis for future action:

1. Apprenticeship laws of the State.
2. Illegitimacy.
3. Prenatal injury.
4. Study (then under way) of mental defectives.
5. Codification of industrial laws.
6. Codification of laws for dependent, delinquent, and physically and mentally handicapped children.

According to the commission's report four of the major recommendations of the commission were passed by the legislature and signed by the governor in 1921.

The bill for a State juvenile commission was shortened to include only the provision for a State probation system with a State probation officer and an advisory committee and was passed in this form. The recommendations of the commission for child labor and

compulsory school attendance laws were embodied in a combination bill and passed the legislature with only a few changes from the original recommendation. Provision for an appropriation to the State board of health for enforcing the housing laws of the State was included in the specific appropriations bill; this made possible the employment of a housing inspector. The legislature of 1921 also passed a number of important amendments to child welfare laws, some of which were outside the recommendations of the commission.

Three laws relating to subjects of recommendation in 1921 were passed in 1923—a bill providing double compensation for children injured while illegally employed; a bill requiring certain standards with reference to the sites, construction, and equipment of school-houses; and a bill providing for acceptance of the maternity and infancy act and appropriating money to match Federal funds.

### **Iowa.**

*Child-Welfare Commission*, appointed in November, 1923; 10 members.

### **Kansas.**

*Children's Code Committee*, appointed by the lieutenant governor in 1918. The committee drafted six bills which were presented to the legislature in 1919; three of them were passed, providing for:

The committee drafted six bills which were presented to the legislature in 1919; three of them were passed, providing for:

Licensing maternity hospitals or homes and homes for infants or children.

Changing the name of the State home for feeble-minded to State training school.

Changes in law relating to commitment of the feeble-minded.

*The Kansas Children's Code Commission*, appointed by the governor in the spring of 1920, was composed of 21 active and 80 advisory members. The work was divided into seven divisions representing the following phases of child welfare: Children in industry; education; protection of maternity; health of children; protection of adolescence; dependent, defective, and delinquent children; general interests of children. Each division consisted of a drafting committee of three and an advisory committee of six or more persons who were especially interested in their division's problem.

A state-wide survey was made through the Kansas Women's Committee on Child Welfare by means of questionnaires which were distributed through the counties and school districts in order to assemble data on the existing conditions relating to all phases of childhood. Local interest was thus aroused. The Women's Bar Association prepared an index to Kansas law relating to women and children.

Tentative outlines were submitted to the executive committee by the drafting committees. From these outlines the executive commit-

tee formulated recommendations which were agreed upon at joint conferences with the drafting and advisory committees. Two public hearings were held at which reports were given by each drafting committee, presenting their proposals for legislation. The proposals which were considered the most urgent were presented to the 1921 legislature with the request that official authorization be given to the commission to continue its work and make a complete report in 1923.

Of the 21 measures that were proposed the following were enacted into law in 1921:

Establishing a child-research bureau (no appropriation made).

Amendments to the mothers' pension law.

Providing for the establishment of free public kindergartens.

In February, 1922, the commission was again reappointed by the governor and was reorganized. The 43 members were assigned to an executive committee of 7 members, a legal advisory committee of 11 members, and drafting committees of from 4 to 6 members on each of the following subjects:

1. Children in industry.
2. General interests of children.
3. Defective children.
4. Dependent children.
5. Delinquent children.
6. Health of children.
7. Protection of maternity and infancy.

An executive secretary was appointed early in 1922 to devote her entire time to the work of the commission and was assigned an office room in the statehouse. No appropriation was made by the State for the expenses of the commission, and the necessary funds had to be secured from private sources. The report of the commission points out that much more could have been accomplished with adequate financial support from the State. The work during the year included: Surveys of conditions and preparation of proposed bills; newspaper campaigns for the purpose of reaching all the people of the State; and educational work with clubs and other group organizations by means of speakers, literature, and study programs. The commission held a number of open meetings for the public consideration and discussion of its proposals, which were indorsed by many state-wide organizations and local clubs.

The bills recommended in the commission's report to the 1923 legislature covered the following field:

*Laws for general interests of children:*

Establishing in each county a board of public welfare.

Establishing a court of domestic relations in counties of over 65,000 population.

*Laws for general interests of children—Continued.*

Amending the marriage laws relative to licenses.

Requiring physical examination for marriage.

Relating to violation of marriage laws.

*Laws for dependent children:*

Supervising placed-out children and amending adoption laws.

Establishing a home for indigent pregnant women and abandoned infants under 2 years of age, in connection with University Hospital.

*Laws for defective children:*

Amending law providing for treatment for crippled children.

Authorizing establishment of special classes for retarded, partially blind, partially deaf, crippled, or any other class of defective children in public schools.

Admitting blind babies to State school for the blind.

*Laws relating to delinquent children:*

Raising the juvenile-court age from 16 to 18.

Requiring separation of dependent and delinquent children in county detention homes.

Regulating attendance of children in dance halls, pool halls, street carnivals, and motion-picture shows.

*Laws for children in industry:*

Amending child-labor law relating to age limit, educational requirement, hours, certificate system.

Amending compulsory attendance law.

Creating part-time and continuation schools.

*Laws for health of children:*

Relating to physical education and examination of school children.

Redefining the duties of county health officers.

*Law for protection of maternity and infancy:*

Regulating the practice of midwifery.

*Other protective laws:*

Prohibiting advertisement of cures for venereal diseases in public places.

Amending law for exclusion of minors from obscene trials.

The report of the commission summarizes the provisions recommended and presents brief comparisons of the present State laws and the laws of other States.

In submitting the commission's report to the governor and to the legislature of 1923, in December, 1922, the chairman said:<sup>16</sup> "We

<sup>16</sup> Laying the Foundation for the Rising Generation: Report of the Kansas Children's Code Commission, p. 5. Topeka, 1922.

urge that the Children's Code be considered as a whole, as a well-rounded program in the interests of Kansas children. We have found in our present statutes much patchwork and but little correlation, some sections conflicting with others, some obsolete, some in need of amendment to make them practicable. We have found gaps which we have tried to fill, guided largely by the experience of other States. We offer this program as a whole, each part belonging to the organic structure." The Kansas committee and commissions studying child-welfare legislation have throughout their work, according to statements made in their reports, used as a basis the standards adopted as a result of the child-welfare conference held in 1919 under the auspices of the Federal Children's Bureau, and they have also followed the recommendations made by the National Commissioners on Uniform State Laws.

Of the bills that were introduced in the 1923 legislature, three were enacted:

An act to promote the attendance of pupils in schools, to prevent truancy, to provide for the appointment of truant officers, to define the rights and duties and compensation of such officers, to prescribe penalties for violations of this act.

An act to amend sections relating to deaf, dumb, and blind children under 21 years of age.<sup>16a</sup>

An act relating to the establishment and conduct of county detention homes and juvenile farms.

## Kentucky.

*Children's Code Commission*, created by law, March, 1920. (Laws 1920, ch. 193, p. 725.)

The law provided for the appointment of a commission of five members to prepare a report for the regular meeting of the legislature in 1922. The commission was instructed "to make a survey of the entire field of child welfare in the Commonwealth of Kentucky," and was granted power to summon witnesses and "such other powers as may be necessary to such an investigation," but no appropriation was made for the commission's expenses. The activities of the commission were financed by private funds.

The commission's report<sup>17</sup> states that "Consideration of the actual situation in Kentucky convinced the members of the commission that it was unnecessary at that moment to undertake a series of extensive investigations. Certain portions of the child-welfare

<sup>16a</sup> This also embodies another of the commission's recommendations with reference to the admission of blind babies to the State school for the blind.

<sup>17</sup> Report of the Kentucky Children's Code Commission Covering Child-Welfare Legislation Prior to and Through the Legislative Session of 1922. Kentucky Children's Code Commission, 428 South First Street, Louisville, Ky.

field had either recently been studied or were soon to be studied by competent observers and their findings and recommendations were or would be available for the use of the commission." The field of education was being surveyed by the General Education Board of New York City on invitation of a previously created educational commission. The field of mental defect had been studied in 1917 by the National Committee for Mental Hygiene; the Russell Sage Foundation Department of Child Helping had in 1919 made a study of Louisville child-caring agencies; and in the same year the National Child-Labor Committee had made a state-wide study of child-welfare conditions, including health, education, recreation, rural life, child labor, and juvenile courts. The private child-caring agencies outside the city of Louisville had not been covered in the previous studies, and the commission felt that such a study was needed, also inquiry to determine whether conditions in State institutions and in the institutions in Louisville had changed as a result of the creation of the Kentucky State Board of Charities in 1920 and the previous studies. The commission therefore undertook a study of all institutions and agencies caring for delinquent, dependent, or defective children. The next work undertaken was the revision of the recommendations made by the agencies making the earlier studies, in order to bring them into accord with legislation enacted in 1920. For these pieces of work the commission engaged the services of three members of the staff of the National Child-Labor Committee, and the report presented by the commission was based on their findings and recommendations. The assistance of the National Probation Association was secured in drafting provisions relating to the juvenile court act and probation.

In January, 1922, the commission submitted to the governor and general assembly of Kentucky an outline of legislation recommended for enactment in 1922.<sup>18</sup>

The following legislative proposals were made:

An act amending the present juvenile court act through—

Fixing the jurisdiction of the court over children to the eighteenth birthday for both boys and girls.

Eliminating the provision which seems to provide for a jury trial for children.

Providing for increased salaries of probation officers and authorizing the appointment of paid probation officers in all counties of the State.

Adding provisions to secure in every county the proper detention of children awaiting court action.

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<sup>18</sup> Outline of Legislation Recommended for Enactment in 1922. Submitted to the Governor and General Assembly of Kentucky by the Kentucky Children's Code Commission.

Limiting the transfer of cases to the criminal court to children 15 years of age or over.

Providing against conflict of two public authorities in commitments to "houses of reform."

Providing for the examination and treatment and care of children made wards of the State, the cost of treatment to be charged to the county when it can not be borne by the parents.

An adult probation law providing for the appointment of probation officers in any court in the discretion of the judges, and prescribing their powers and duties.

A special act providing for the appointment of a permanent State commission on juvenile courts and probation.

An act amending the child labor act by—

Rewriting the section on street trades.

Requiring the return of duplicate certificates by the issuing officer to the State department of labor.

An act consolidating and amending the laws relating to abandonment, desertion, and nonsupport.

An act establishing the legal status of abandoned children with reference to adoption.

The final recommendation was for an act authorizing the governor to continue and enlarge the work of the Kentucky Children's Code Commission.

Of the measures proposed the amendment to the desertion law was enacted, and the other bills failed. A bill was passed that incorporated the commission's recommendations for the continuance of its work, creating the Kentucky Child-Welfare Commission.

In commenting on the results of its work, the commission says in its report that the net result, however, in terms of educational publicity, was most gratifying. In the next two years, through continuing to stimulate the public interest which had been aroused, the commission hoped to prepare Kentucky for a larger and more comprehensive program of child-welfare legislation. The information now in hand can be used as a basis for drafting bills for 1924.

*Kentucky Child-Welfare Commission*, created by act of the general assembly in March, 1922 (Laws 1922, ch. 107).

The membership of this commission was specified as nine citizens of the State, who were to serve without compensation. The members were to be appointed by the governor, three for a period of one year, three for two years, and three for three years from the date of appointment; thereafter all appointments were to be made for the full term of three years. The commission was thus to be a continuing one. As stated in the act, the duties of the commission were to continue the survey of child welfare begun by the children's

code commission and "to investigate and study the needs of Kentucky children and present to the governor and the general assembly, prior to each legislative session, a report of their findings and recommendations based thereon; to prepare data upon the subject, and be ready at all times to advise the governor or any member of the general assembly concerning the bills relating to children which may be introduced at any session of the general assembly."

The members of the commission were appointed by the governor on February 15, 1923. No State appropriation was granted for the work. The commission is preparing recommendations to be submitted to the 1924 session of the legislature.

### **Maryland.**

*Children's Code Commission*, appointed by the governor January 1, 1922, at the request of the Maryland League of Women Voters, and composed of nine members.

The commission attempted to get together for the legislature then in session proposals concerning the most urgent needs in the field of child welfare. The initial statement of the report<sup>19</sup> made to the governor in January explained that, although the name of the commission suggested that its primary function might be to prepare a code of laws of Maryland relating to minors, such a task had not been undertaken, partly for the reason that the governor had expressly excluded it from the work he asked the commission to do, and for the further reason that the commission did not regard such a separate codification of laws as desirable. It was pointed out that laws relating to minors are in many instances hardly separable from laws relating to adults, and separate codification would not serve to remedy defects in child-welfare laws. The commission therefore undertook to review existing laws in order to discover defects, and to recommend remedies for such defects. The time at the disposal of the commission was so limited that it was able to review only a part of the laws relating to minors.

The commission included in its recommendations the following measures:

The protection of the State against the importation of defective children from other States and against the placement by other States of normal children in unsuitable homes in Maryland.

The repeal of the law providing for apprenticing of children. Extension of the organization of juvenile courts in the counties.

Support of illegitimate children to 14 years of age, and abolition of the maximum amount of money payable.

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<sup>19</sup> Report of the Children's Code Commission to the Governor. January, 1922. (Typed.)



Changes in the law relating to issuing of work permits in the counties.

Increasing the penalty for failure of midwives to report infants' sore eyes.

Prohibiting the separation of young children from their mothers before they are 12 months of age (amending the present law specifying 6 months).

Extending the law relating to desertion and abandonment of children to include mothers abandoning children more than 3 years of age.

Provision for a payment by the State of a minimum wage of \$1 a day to convicts confined at hard labor in the penal institutions, in cases where the convicts have dependents, in order that the present law relating to allotment of earnings of convicts may be made effective.

Two other proposals were also included in the commission's report to the governor, with the statement that they were proposed by the league of women voters, but the commission was not in agreement in regard to the need for them. These related to equal guardianship of children by husband and wife, and changes in the age of consent law.

The report closed with a statement recommending "that provision be made for a study of the laws relating to children, extended over the entire two years between the present session of the general assembly and the session of 1924. The investigations have impressed the members with the fact that some perplexing problems, not touched upon in this report, should be committed to a group who can have the advantage of longer inquiry and study." It was also the suggestion of the commission that the name be changed to one more expressive of the function of the body.

*Maryland Commission on Laws of Minors*, created by a joint resolution passed by the 1922 session of the general assembly. The governor appointed seven members. No appropriation was made. The commission, through a questionnaire sent to those familiar with child-welfare needs in the State and through studies of laws, is gathering material for a report to the 1924 session of the legislature.

## Michigan.

*Child-Welfare Commission*, created by law, May 10, 1917. (Laws 1917, No. 293.)

This was a continuing commission, the three members to be appointed by the governor every two years. The law provided that the members should "be selected from the recognized organized bodies formed for the study of child welfare, and the promotion of education, hygiene, health, good morals, and physical and mental welfare

of children and their parents and guardians," preference being given to members of organizations whose work is state-wide in scope.

The duties of the commission were defined as follows: "To study and investigate the social and economic environment of children, with particular reference to their home and neighborhood surroundings; the influences to which children are subjected in and about their homes and schools; the conditions under which children are forced or permitted to perform labor in their homes or elsewhere, with or without remuneration; the relationships between children and parents and the fitness and ability of parents to care for children, supervise their education, control their morals and fit them to become useful and law-abiding citizens, and the remedies that should be applied by State and other public bodies for the amelioration and improvement of such conditions as may indicate the need for alteration and correction." The commission was to report to the governor at least 30 days prior to the assembling of each successive legislature "a résumé of the work of the commission together with recommendations for such legislation as the commission may consider necessary to advance the welfare and promote the education, good morals, and mental and physical well-being of children." The commission was given power to examine records of State institutions, boards, commissions, or officers of the State, and of local public agencies and institutions and incorporated private bodies.

In the fall of 1917 the National Child Labor Committee began studies of institutions, juvenile courts and mothers' pensions, and child labor, and a general study of the laws of Michigan. The results of these four studies were submitted to the commission. The commission laid before the governor a brief (unpublished) report, which included recommendations relative to creation of a child-welfare department in the State board of corrections and charities; appointment and removal of county agents to be conferred upon the State board of corrections and charities, and the provision of five traveling supervisors; treatment of cripples at the State University Hospital, and, pending treatment, provision in their homes; a more adequate system of care for dependent children; county health officers and trained nurses; an appropriation of \$1,000 for the child-welfare commission. No legislative action resulted.

Because of the fact that no appropriation was made by the legislature to enable the commission to carry out the broad program intrusted to it, no further action was taken by the commission. According to the law, the term of office of the members appointed in 1917 expired in 1919, and early in 1920 the governor made the necessary appointment for the continuance of the work of the commission.

A letter from the secretary of the commission stated that the child-welfare commission had been abolished in connection with the reorganization of the State departments and commissions in 1921.

### Minnesota.

*Child-Welfare Commission*, consisting of 12 members, was appointed by the governor, August, 1916, to revise and codify the laws of the State relating to children.<sup>20</sup>

No appropriation was made by the State, but private funds were secured, and an executive secretary was employed. The personnel of the commission included nine men and three women, their interests being defined as follows:<sup>21</sup> "Of the men three were judges—two members of the district bench, assigned to the juvenile court, and the third a former justice of the supreme court; two were members of the legislature, one from each house; and the remaining four were an assistant secretary of a civic and commerce association of long professional training in philanthropic work, a member of the State board of control, which manages the institutions of the State, the superintendent of the State school for dependent children, and a Jewish rabbi who had taken an active interest in civic affairs. Of the women, one was active in the management of a social settlement in the largest city of the State, another was the director of the bureau of women and children of the State labor department, and the third was a woman of broad civic interests." The executive secretary was a lawyer.

The study undertaken by the commission was divided as follows:

1. Defective children, with reference to the blind, the deaf, the crippled, and deformed, the feeble-minded and epileptic, and—as related matter—the protection of children from transmissible disease and the regulation of marriage.
2. Dependent and neglected children, touching upon courts, and procedure, illegitimacy, adoption, public relief at home, maternity hospitals, lying-in places, baby farms, placing-out agencies, institutional homes, abandonment, and desertion.
3. Delinquent children, including courts and procedure, correctional institutions, moral safeguards, and adults contributing to delinquency.
4. General child welfare, including birth registration, vital statistics, regulation of midwives, school attendance, regulation of employment, and crimes against children.

Four committees were appointed to cover the subjects as outlined, and to report their findings to the whole commission. After six

<sup>20</sup> For a description of the organization and methods of work of this commission, see "The Minnesota Child-Welfare Commission," by W. W. Hodson, in *Standards of Child Welfare: A Report of the Children's Bureau Conferences, May and June, 1919*. U. S. Children's Bureau Publication No. 60. Washington, 1919.

<sup>21</sup> *Ibid.*, p. 420.

months of work the commission submitted its report to the governor, 43 bills being proposed. The secretary states:

The findings of the commission were adopted in almost every instance by a unanimous vote of that body. Where there was a division, a substantial majority had approved.

The legislature passed a resolution (Laws 1917, p. 874, Resolution No. 1) authorizing the appointment of a special committee of seven members of the house and five of the senate to consider the bills to be recommended by the child-welfare commission and other bills introduced that concerned child welfare. This joint committee was authorized to hold public hearings and "introduce and recommend to the house and senate such bills as in its judgment will bring about the proper revision of the laws of this State relating to children." Of the 43 measures recommended to the legislature, 35 were enacted into law. These 35 measures repealed 114 sections and amended 60 sections of previously existing law.

The bills recommended to the legislature, with synopses of changes from the existing law, were published in the report of the Minnesota Child-Welfare Commission, 1917.<sup>22</sup> The changes that were made by the legislature pursuant to the recommendations of the commission are indicated in the *Compilation of the Laws of Minnesota Relating to Children*, published by the State board of control in 1917, and in later editions containing the laws through 1921. The results attained through the work of the commission have been summarized by the executive secretary in the article previously cited. He states that "time did not permit the assembling of these measures in such a way as to make possible their passage as a code rather than as individual laws, but the existing statutes are now for the most part coherent, consistent, and interdependent. They seek to express the State's responsibility for its handicapped children as far as it seems possible to go at this time." One of the new laws centralized in the State board of control the administration of all laws for the care and protection of children and authorized the creation of a special division of the board for this purpose and the organization of county child-welfare boards.

The gains through the passage of laws recommended by the commission were summarized by the executive secretary as follows:

There has been created as a bureau of the board of control a regularly organized State agency charged with the fulfillment of the State's obligation to all children in need of care and guardianship, with special reference to the illegitimate child. The laws relating to illegitimacy have been revised, and the father of a child born out of wedlock is subject to the same degree of responsibility as though the child were legitimate. Supplementary to this, it has been made a felony to abscond where issue is born of fornication. Safeguards have

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<sup>22</sup> Report of the Minnesota Child-Welfare Commission, with bills recommended and synopses of all changes from present law. St. Paul, 1917.

been thrown about the adoption and placing out of children; lying-in hospitals must now be properly licensed and subjected to wise regulation. The law relating to abandonment and nonsupport has been revised and strengthened. The so-called mother's pension law was rewritten, its provisions enlarged, and standards of administration established in the light of the experience of our own and other States. The juvenile-court law has likewise undergone a thorough process of recasting at the hands of persons intimately acquainted with juvenile-court problems. The scope of the law, the machinery of its procedure, and the spirit of its text have been put on a sound and liberal foundation.

## Missouri.

*Children's Code Commission*, appointed by the governor, June, 1915.

No appropriation was made by the State: funds were secured from private sources, and an executive secretary was employed. The commission, which consisted of 23 members, took the place of a committee of three senators authorized by the Missouri senate in 1915, which did not undertake any work because its appropriation was found to be invalid.

The commission was appointed to "revise the existing laws relating to children, to prepare such new legislation as might seem desirable, and to bring together in one code all the laws relating to children."

The following committees were formed:

1. General laws for the protection of children.
2. Public administration.
3. Delinquent and neglected children.
4. Defective children.
5. Destitute children.
6. Child labor and education.
7. Health and recreation.

As one of the first steps, an analysis was made of the Missouri laws relating to child welfare, and an index of this legislation was published.

In 1917 a report<sup>23</sup> was issued, containing the changes recommended, with the reasons for the same. The report stated: "All the members of the commission do not concur in all the recommendations. No minority reports, however, have been submitted, and all the chief measures have received the approval of a majority of the commission."

Of the 54 bills recommended, covering all phases of child welfare, the following were enacted into law in 1917:

Relating to juvenile courts for the smaller counties of the State. (A substitute bill.)

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<sup>23</sup> Missouri Children's Code Commission; a complete revision of the laws for the welfare of Missouri children. Second edition, with additional bills, January, 1917. Jefferson City.

Authorizing mothers' pensions on a state-wide basis.

Requiring court decree for adoption.

Providing treatment for incorrigible minors over the juvenile-court age.

Requiring county clerks to report deaf and blind children to the State institutions.

Establishing a State detention home for dependent children.

Repealing the laws relating to apprenticeship of children.

Amendments to the act relating to commitments to the industrial home for negro girls.

Providing for the admittance of blind children under 6 years, and deaf children under 8 years, to the State schools.

A second child-welfare commission was appointed by the governor in 1917. This was also financed through private contributions. The 29 members of the commission included "9 State and local officials, 8 social workers in private organizations, 4 members of the legislature, 5 lawyers, and 3 officers of State associations of women."<sup>24</sup> The executive secretary of the first commission acted in the same capacity for the second, and the plan of work was substantially the same as before.

The report published in 1918, for submission to the general assembly of 1919, contained explanations of 51 proposed bills.<sup>25</sup> Of these recommended bills, 25 passed the legislature, but 5 of these were vetoed by the governor.

The commission bills enacted into laws covered the following subjects:

Prohibiting the employment of women three weeks before and three weeks after childbirth.

Establishing the minimum age of marriage for girls at 15 years.

Amending the present law by raising the legal age of consent for girls from 12 to 15 years.

Making the child abandonment law applicable to children born out of wedlock.

Providing that a person must be at least 21 years of age and of sound mind to be an executor or administrator.

Providing for an appropriation of \$2,000 a year by the city of St. Louis for the purpose of extraditing wife deserters.

<sup>24</sup> Missouri—A New Children's Code Proposed. *The Survey*, vol. 41 (Dec. 28, 1918), pp. 406-407.

<sup>25</sup> Report of the Missouri Children's Code Commission; a complete revision of the laws for the welfare of Missouri children. Jefferson City, 1918.

Providing for the separation of feeble-minded and epileptic at the Missouri Colony for Feeble-minded, also for segregation of delinquent, and making separate provision for the colored.

Relating to jurisdiction in commitment of deaf children to the State school for the deaf.

Reducing the age of delinquency for boys from 18 to 17 years, thus making it conform to the general laws relating to neglected and delinquent children.

A third Missouri Children's Code Commission was appointed in 1919 and reported to the legislature in 1921. Laws or amendments which it recommended were enacted as follows:

Relating to treatment or abandonment of child by parent or foster parent.

Raising age of consent for girls from 15 to 16 years.

Relating to inheritance of children born out of lawful wedlock.

Relating to services and earnings of minor children whether born in lawful wedlock or not.

Requiring married or unmarried women to be 21 years of age to devise or bequeath property.

Relating to illegal solemnization of marriages between persons who are insane, imbecile, feeble-minded, or epileptic.

Prohibiting marriages of mental defectives, certain relatives, and the intermarriage of certain races.

Abolishing common-law marriages.

Authorizing county courts to appoint county superintendents of public welfare.

Providing for appointment of boards of public welfare in cities of second and third class.

Relating to persons who contribute to the delinquency of children.

Relating to persons who contribute to the delinquency of children over 17 years of age.

Requiring maternity hospitals to be licensed.

Requiring child caring and placing institutions to be licensed and supervised.

Providing for State receiving home for dependent and neglected children.

Relating to special classes in public schools for blind, deaf, and feeble-minded children.

Relating to treatment of eyes of newborn babies.

Relating to county juvenile courts.

Relating to child labor—ages, hours of work, and labor permits.

**Montana.**

*Committee to Standardize Children's Laws*, appointed by the governor in 1917 as a result of a special campaign for the creation of a commission to study child-welfare conditions in the State and revise legislation.

No report was made to the legislature of 1919. During that year correspondence with members of the committee indicated that it was hoped that a report could be made in time for the 1921 legislature. No appropriation was made for the work of the committee.

So far as can be ascertained, no report has been made by this committee, and it has not been possible to secure any information in regard to its activities.

**Nebraska.**

*Children's Code Commission*, created by law, April 15, 1919. (Laws 1919, ch. 178.)

The governor was directed to appoint for a period to terminate May 11, 1921, "a special investigating committee to be known as 'The Children's Code Commission.'" This commission was designated as an "independent branch" of the State child-welfare bureau established under the same act, which was taken over by the State department of public welfare.

An appropriation of not to exceed \$7,500 was made available for the work of the code commission. The commission had 15 members and employed an executive secretary. The members of the commission were to receive no salary but might be reimbursed for actual traveling expenses within the State. The appointment of a secretary, at a salary not to exceed \$150 a month, was authorized, and also the employment of stenographic and other assistance.

The duties of the commission were thus defined in the law:

The Children's Code Commission of the Child Welfare Bureau shall make a careful study of the subject of child welfare with special reference to the problems presented in Nebraska, and, as part of its duties, shall investigate social and other conditions affecting child welfare in Nebraska, shall make a study of comparative legislation relating thereto, to point out and make recommendations for removal of inconsistent, obsolete, or otherwise undesirable laws, and recommend new legislation for promotion of child welfare in said State; and shall embody said recommendations and the results of said investigation in a written report to the governor on December 1, 1920, which report the governor shall transmit to the legislature next convening.

The commission was empowered to have access to all books and records of State, county, and municipal institutions and agencies, and of all private agencies having the custody of or the placing out of children, and was authorized to call upon the legislative-reference bureau for assistance.



In accordance with this act the governor appointed a commission of 15 members, and a secretary was employed. The members of the commission were persons specially qualified to deal with the problems relating to child welfare in the State. The commission divided its work into five groups, for each of which a committee was named. The following outline submitted by the secretary gives the name and scope of work of each committee.

1. Special classes of children.

All legislation relating to dependent, neglected, defective, and delinquent children, including administration and supervision of State institutions for such children.

2. Education and child labor.

(a) School attendance, term, etc.

Continuation schools.

Vocational guidance and training.

Scholarship funds.

County library system.

(b) Hours and conditions of child labor.

Physical examination.

Accidents and disease.

Street trading—a constructive plan for news selling.

Mothers' pensions.

3. Health and recreation.

(a) Birth registration and other vital statistics.

Regulation of midwives.

Maternity hospitals.

Prenatal care and care at birth.

Infant-welfare stations.

Community nursing.

Pure-milk control.

Control of communicable diseases.

Teacher training in health.

State and local hospitals for or admitting children.

Cigarette law.

(b) Movie censorship.

Universal physical education.

Community centers.

4. General child welfare.

Crimes against children.

Marriage and divorce regulations.

Sterilization.

Illegitimacy.

Guardianship.

Minors' rights and liabilities.

5. Administration and law enforcement.

Machinery to administer laws (outside State institutions), with especial emphasis on rural and town communities.

The commission decided to accept the broader meaning of the term "child welfare," and "to consider generally matters affecting the welfare of children which can be a proper subject for legislation." It was agreed that "the needs of normal children in normal homes should not be neglected in considering the needs of special classes of children." The word "children" was interpreted to include all persons under 21 years of age. In making its report the commission summarized its recommendations under two heads: First, laws to meet immediate needs; second, administrative machinery which would make these laws effective. Special attention was given to rural conditions because of the fact that a large majority of the children of Nebraska live in rural communities.

The measures recommended to the legislature of 1921 included 14 new and independent laws, 9 acts that would repeal existing laws and enact new legislation on the same subject, and 30 amendments. The report <sup>26</sup> issued by the commission includes, besides the text of the bills proposed, summaries of legislation recommended and data substantiating the desirability of the recommendations.

The purposes of the child-welfare legislation proposed by the commission are summarized as follows: <sup>27</sup>

The underlying thought of the legislation which is recommended is that the State is ultimately responsible for the care of all children. It is interested in the moral, mental, and physical development of the children of the State because to the extent that they so develop, they will contribute to the material prosperity and spiritual strength of the community; and to the extent that they fail to develop they will become a menace and a burden to society.

The responsibility for the care and education of children belongs primarily to the family. \* \* \* In child-welfare legislation, which so closely affects the integrity of the home, it is especially necessary to avoid policies which will have a tendency to weaken the home or the family.

With the growing complexity of modern life, however, it is necessary for the State, to supplement the home in certain activities. In the field of education the State school system supplements the efforts of the family almost to the exclusion of the latter. The State charitable institutions for children in the past have been an open door for the care of such dependent, neglected, and wayward children as are brought to the attention of the State \* \* \*.

To these two functions of the State the children's code commission would add a third important feature. It would provide through the State child-welfare bureau and the county boards of child welfare means by which the State may search out every child who needs its aid or protection. The commission considers this a fundamental addition to our child-welfare system \* \* \*. If the laws recommended in this report are adopted there will be provided in every school district of the State, not only the opportunities for school training, but also through the State child-welfare bureau cooperating with the county boards of child welfare, the necessary machinery for securing to every child the school opportunities which the State affords. Local attend-

<sup>26</sup> Report of the Nebraska Children's Code Commission, 1920. Department of Public Welfare, Lincoln, Nebr.

<sup>27</sup> Ibid., p. 14.

ance officers are provided for in all cities and county attendance officers or superintendents of child welfare are provided for in every county. The work of the county board of child welfare and the State child-welfare bureau are so coordinated as to assure that every child throughout the State shall be reached.

The "new and independent" acts recommended were as follows:

An act to establish a bureau of juvenile research for the purpose of providing mental and physical examinations for minors brought before courts.

An act to provide for the education of mentally subnormal children in special classes in the public schools.

An act to provide for and establish a court of domestic relations in each county of this State having a population of upward of 50,000, which shall be a court of record.

An act to limit and regulate the employment of women before and after childbirth in industrial establishments and in beet fields.

An act to protect the health, morals, and welfare of women and minors employed in industry by establishing a minimum-wage commission and providing for the determination of minimum wages for women and minors.

An act to limit and regulate certain occupations of children in streets and public places.

An act to define, license, and regulate children's homes.

An act to provide for the licensing of midwives.

An act relating to motion-picture films, reels, and views, providing a system of examination, approval, and regulation thereof \* \* \* creating a bureau of inspectors of motion pictures in the department of public welfare.

An act relating to and defining offenses against public morals

An act to provide for an examination and investigation of the physical and mental condition and personal and family traits and history of prisoners convicted of forcible rape or of the rape of a girl under 14 years of age, and to require in certain cases the castration of such prisoners.

An act to make wife desertion in certain cases a felony (In cases of marriage to escape prosecution for sex crimes.)

An act to provide compulsory institutional care for women immediately before and after confinement [intended to apply especially to unmarried mothers] and for the temporary care of the mother and child \* \* \* in cases where the mother is unable to provide properly for herself, where no relatives or friends have provided care, and where the mother has refused proper care when offered by a public or private institution or organization.

AN act to consolidate the child-welfare work in each county of the State; to establish county boards of child welfare; to provide for county superintendents of child welfare, to prescribe their powers and duties, and to fix their compensation.

The nine bills repealing existing laws and enacting new laws related to: Children in poorhouses, child-placing organizations, juvenile courts, school health law, child labor law, maternity homes, filiation proceedings, and a State child-welfare bureau.

Only three of the new laws were enacted, two of them after amendment by the legislature—the act to establish a bureau of juvenile research, the act relating to offenses against public morals, and the act providing for compulsory care of unmarried mothers. The act repealing the existing law relating to children in poorhouses was passed, county authorities being required to provide care for dependent children under the juvenile court and mothers' pension laws, and being prohibited from keeping pregnant women in poorhouses. Fourteen of the proposed amendments passed. These related to commitment to the institution for the feeble-minded; children in immoral surroundings; compulsory education law (amended by legislature); part-time schools; longer school terms and State aid to weaker districts; pool halls; divorce; kidnaping; abandonment; advertising cures for venereal diseases; incest; pandering; raising age of majority for girls; guardianship.

### **New Hampshire.**

*Children's Commission*, created by law, April 15, 1913. (Laws 1913, ch. 72.)

The members served without compensation, but the governor was authorized to draw his warrant for necessary expenses of the commission, \$1,350 being thus expended. Private contributions were secured in order to defray the expenses of a field worker.

The governor and council were given the authority to appoint "three suitable persons who shall investigate all matters relating to the welfare of the dependent, defective, and delinquent children of the State, especially the questions of orphanage, juvenile courts, detention homes, desertion, physical and mental degeneracy, infant mortality, accidents, and diseases." The commission was ordered to report to the legislature of 1915.

The commission organized into three committees:

1. Infant mortality.
2. Physical and mental degeneracy, orphanages, and desertion.
3. Juvenile courts and detention homes.

In addition to these subjects, child labor and conditions surrounding children in the public schools were also investigated. A field

worker was employed to investigate the prevalence of feeble-mindedness. One public hearing was held for discussion of legislation to be recommended to the legislature.

As directed, the commission reported to the legislature of 1915 on existing conditions, and presented a digest of existing laws.<sup>28</sup> The main recommendations made were for: (1) State board of children's guardians; (2) colony for feeble-minded girls; (3) probation-truant officers; (4) supervision of public schools.

### New York.

*State Commission to Examine Laws Relating to Child Welfare.* created by law, May, 1920. (Laws 1920, ch. 699.)

The act creating the commission specified that the membership of the commission was to consist of three members of the senate, three members of the assembly, five persons to represent the State departments of education, labor, health, State board of charities, and State probation commission. The governor was authorized to appoint five other persons to represent the public at large.

The members of the commission were to serve without compensation, but an appropriation of \$5,000 was made for employment of assistants and for other necessary expenses.

The duties of the commission, as outlined in the act, were: To "collate and study all laws relating to child welfare, investigate and study the operation and effect of such laws upon children, ascertain any overlapping and duplication of laws and of the activities of any public office, department, or commission thereunder, and make recommendations to the legislature of remedial legislation which it may deem proper as the result of its investigations."

The commission was to have "all the powers of a legislative committee" in having access to records and taking testimony in order to carry on the investigation. A report of proceedings was to be made to the legislature at its next session, "and also at such other times as may be required by the governor or by the president of the senate and speaker of the assembly."

In 1921 the act creating the commission was amended to provide for a report by the commission to the legislature annually. The unexpended balance of the preceding year's appropriation (\$4,686.16) and a new appropriation of \$7,500 were made available for the commission's work. (Laws 1921, chs. 342, 176, and 650.)

In 1922 the legislature appropriated \$7,500 to the commission for "expenses of maintenance and operation, including personal service." (Laws 1922, ch. 397.) In 1923 \$15,000 was appropriated.

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<sup>28</sup> Report of the Children's Commission to the Governor and Legislature, January, 1915. Concord, N. H., 1914.

The commission met for organization in New York City on October 18, 1920. An executive secretary was appointed in July, 1921, and the commission was granted office room in the Manhattan Children's Court Building without expense.

The work of the commission was divided among eight subcommittees on—(1) education; (2) health; (3) labor; (4) institutional care of children; (5) delinquent children; (6) dependent, neglected, and defective children; (7) mothers' allowances; (8) child protection. The task of preparing a compilation of the provisions of law relating to children was undertaken by two private agencies, assisted by two State departments, and the commission was furnished by them with 10 typewritten sets containing the full text of the laws, arranged topically and indexed, and summarized in chart form. In the act creating the commission no age limitation was specified, and the commission defined as its jurisdiction the laws affecting minors. The report issued by the commission in March, 1922, says in regard to the type of work undertaken by the commission: <sup>29</sup>

Inasmuch as the commission was primarily created to do certain research work, it was felt that it would be too far afield to undertake any general investigation of the administration or the enforcement of laws relating to children. It was recognized from the start, however, that the administration of particular laws might readily demand the attention of the commission, but only in so far as is necessary to ascertain their defects and shortcomings.

The scope of work of the subcommittees was as follows: <sup>30</sup>

### Education.

- Compulsory-school attendance.
- Administrative supervision and control.
- Finances and support.
- Miscellaneous provisions.
- Special schools.

### Health.

- Administrative and enforcing agencies.
- Blindness of infants and prevention.
- Hospitals for children.
- Midwives.
- Vital statistics.
- Miscellaneous health laws.
- Recreation.

### Labor.

- Child labor laws.
- Apprenticeship.
- Employment agencies.
- Workmen's compensation.

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<sup>29</sup> Preliminary Report of the New York State Commission to Examine Laws Relating to Child Welfare, Mar. 14, 1922, p. 4. Albany, 1922.

<sup>30</sup> The classification of child-welfare laws published by the Federal Children's Bureau was used as a guide. See p. 100 of this publication.

## Institutional care of children.

Institutional care of dependent, neglected, delinquent, and defective children, including blind, deaf, dumb, crippled, deformed, feeble-minded, and epileptic.

## Delinquent children.

General provisions.

Treatment apart from juvenile courts and institutional laws.

Juvenile courts.

## Dependent, neglected, and defective children.

General provisions for dependent, neglected, and defective children.

Placing-out agencies and after-care of children placed in foster homes.

## Mothers' allowances.

Mothers' allowances and child welfare board law.

## Child protection.

Duties and liabilities of parents.

Rights of parents and child.

Marriage and divorce.

Adoption.

Illegitimacy.

Guardian and ward.

Offenses against the child.

Minor's capacity or incapacity to acquire rights and incur liabilities.

The committee did not attempt to cover the entire field in time to submit a complete report to the legislature of 1922 but determined "to direct the attention of the legislature this year to but a few of the more pressing questions which the inquiries of the commission have thus far shown to require legislative action." The report<sup>31</sup> states that—

only a start has been made in an intensive study of the various laws within the scope of the respective subcommittees, to discover where elimination of duplicate or obsolete provisions should be suggested, or changes recommended to bring about better coordination between laws or possible merging of certain provisions for the sake of simplicity and brevity. No investigation, moreover, has as yet been undertaken of the overlapping of the activities of public offices, departments, or commissions as called for in the act establishing the commission.

In 1921, and also in 1922, the commission held numerous conferences and public hearings regarding the measures under consideration. The conferences were arranged under the auspices of the commission in cities in different parts of the State. To these were invited representatives of local child-welfare agencies. The meetings were informal, permitting freedom of discussion, and suggestions as to needed changes in the laws or defects found in their

<sup>31</sup> Preliminary Report of the New York State Commission to Examine Laws Relating to Child Welfare, Mar. 14, 1922, p. 7. Albany, 1922.

administration were thus brought to the attention of the commission. Public hearings of the commission were held in various places, under the auspices of one or more of the subcommittees, for the consideration of the question of county children's courts, the laws relating to placing-out, boarding-out, and adoption, and certain questions relating to institutional care of children. Conferences were also held with local groups of superintendents and other representatives of child-caring institutions, in order to obtain their ideas regarding certain measures. Representatives of the commission attended conventions of State organizations having to do with children, presented the objects of the commission, and appealed for cooperation and suggestions.

The following proposals were recommended to the legislature of 1922:

That adequate machinery be provided through the establishment of county children's courts for hearing cases of child offenders and neglected children.

That the powers of existing boards of child welfare be extended, unifying the care of various classes of children in need of public aid. (The county boards of child welfare were, except in two counties, concerned only with the administration of the mothers' allowance act.)

That State aid be provided for deaf and dumb children prior to their twelfth birthday.

That provisions be repealed legalizing binding out of children under indentures.

That a 48-hour week limitation for employment of minors 16 years of age be provided.

That the education law be amended with respect to the issuance of employment certificates for children.

That the education law be amended to permit school authorities to require children 15 years of age to remain in school until their sixteenth birthday, unless graduates of an eight-year elementary school course.

Four of these measures were enacted into law—the first, second, third, and sixth.

The commission made a second report to the 1923 session of the legislature and made 14 recommendations, grouped under 9 heads, as follows:

I. That the power of existing boards of child welfare be extended. Three bills amending the law regulating granting of mothers' allowances to permit giving aid where the father is permanently incapacitated; when the mother has resided in the United States for at least



five years and her children are born here; and when the mother is dead and the child is being cared for by a blood relative within the second degree. One bill granting State aid to local boards of child welfare, to the extent of 25 per cent.

- II. That a 48-hour week limitation be enacted for employment of males 16 to 18 years of age.
- III. That the law provide double compensation for children illegally employed.
- IV. That provisions of the law be repealed authorizing binding out of children.
- V. That the children's court act be amended to make its enforcement more effective. (Two bills.)
- VI. That the children's court law for New York City be rewritten.
- VII. That the provisions of the law passed in 1922 relating to the instruction of the deaf and the blind be rearranged.
- VIII. That the provisions of the State charities law regarding the placing out of children be rewritten.
- IX. That the provision regarding legal adoption be strengthened, by requiring investigation, the personal appearance, without exception, of the parties involved, and a six-month trial period; granting authority to the court to seal all papers; and eliminating the provision of the existing law granting authority to hospital superintendents under certain conditions to give consent for the adoption of illegitimate babies.

A bill for apprentice training courses was also proposed.

Of the 14 bills, 9 were passed by the legislature—the three first-named mothers' allowance bills, the bill relating to the blind and deaf, one of the children's court amendments, the repeal of the binding-out laws, the bill relating to placing out and boarding out, the adoption bill, and the double-compensation bill. The adoption bill was vetoed by the governor, but the others received his approval.

### North Dakota.

*Children's Code Commission*, created by act of 1921 legislature which provides for a commission composed of one person from each of seven organizations. (Session Laws, 1921, ch. 29.)

The commission was instructed "to study social conditions touching upon the welfare of children in the State of North Dakota and

to recommend necessary revision and codification of existing laws and such new laws as may be found necessary." It was authorized to make a comprehensive and detailed report containing its findings and proposals to the next legislative assembly and to each legislative assembly during the period of its existence. Power was given the commission to appoint a secretary either from within or without its membership, with a salary not to exceed \$2,000 to be paid out of the appropriation of \$2,500 granted the commission. No executive secretary was employed, but the chairman of the commission acted in this capacity without a salary.

Upon organizing for work the commission divided the field of child welfare as follows:

1. Dependent and neglected children.
2. Delinquent children.
3. Mentally defective and physically handicapped children.
4. Education.
5. Children in industry.
6. Health and recreation.
7. General child welfare.

The chairman of the commission makes the following statement in regard to legislation in this largely rural State:

The child-welfare problems in this State are affected somewhat by the sparseness of the population. The standards for child welfare have application here as much as elsewhere, but the legislation through which these standards are to be given vitality must be adapted to the existing conditions and to the spirit of the people. A law which may be effective in Ohio or Massachusetts may be entirely unsuited to conditions here.

For this reason it was felt that the recommendations of the commission, either legislative or administrative, should be preceded by a survey or detailed study of the conditions in the State.

The commission requested the cooperation of the Federal Children's Bureau in making studies of conditions in the State. The bureau's field studies included juvenile courts, mothers' pensions, delinquency, dependent and neglected children, recreation, and child labor and school attendance. Detailed surveys were made in a number of counties, and general data were secured for the entire State. Throughout these studies the State commission brought into cooperation groups in the various counties, with the double purpose of securing information from them and educating all the localities in the State in regard to child-welfare needs. The Federal Children's Bureau in July, 1922, presented to the commission in manuscript its findings and recommendations.

At the invitation of the commission the National Committee for Mental Hygiene conducted a survey in the State, which was made in the fall of 1922.

On the basis of information acquired by the commission at first hand and data presented to it by cooperating agencies a report was made to the legislative assembly in January, 1923, accompanied by drafts of bills recommended.

The report considered each of the seven divisions of child welfare enumerated above by discussing:<sup>32</sup>

First. The standards which should be recognized and embraced in our legislation and administrative policies.

Second. Conditions found to exist within our State.

Third. Legislation and administrative policies recommended to meet the conditions existing in the light of the accepted standards.

The report stated:

The recommendations are made after careful consideration of existing legislation, its lack of coordination, the special needs of our State, and the legislative and administrative experience of other States. And withal we have taken into account the need at this time of economy in our proposals. Our system of dealing with children in many of its aspects has grown up without legislative sanction. In many particulars our slate is clean, but we believe the time has come to adopt a comprehensive child-welfare policy. There is little to undo. We have an ideal basis for a wholesome, efficient, and economical child-welfare program.

Most of the proposals relate to subjects upon which legislation has been enacted, but there has been rapid development in the child-welfare movement. Many experiments have been tried. Experience has shown what in the earlier legislation is obsolete. To bring our State abreast of the times in its provision for our childhood we have redrafted some of our earlier laws and believe that in their amended forms they will prove more effective and helpful than they now are. In addition, certain regulatory measures are recommended as the only means of vitalizing laws existing and suggested.

The standards resulting from the Children's Bureau conference of 1919<sup>33</sup> were used as a basis of discussion and as a test for the adequacy of existing laws and administration.

A total of 25 bills were submitted to the legislature as a result of the recommendations of the commission, and 20 were passed. The most important of these, including provisions for making effective the child-protective measures existing or recommended for enactment, relates to an extension of the powers and duties of the State board of administration, the agency controlling State institutions. Under this act the board is given power to—

- (a) License and supervise "hospitals and lying-in places which receive women for maternity care, homes and institutions receiving children for temporary or permanent care, and all other child-helping and child-placing organizations," except

<sup>32</sup> State of North Dakota, Report of Children's Code Commission to the Legislative Assembly, 1922, pp. 8-9.

<sup>33</sup> Minimum Standards for Child Welfare Adopted by the Washington and Regional Conferences on Child Welfare, 1919. Conference Series 2. United States Children's Bureau Publication No. 62. Washington, 1919.

those under the direct control of the State; (*b*) investigate homes in which children are placed for permanent care or adoption; (*c*) investigate petitions for the adoption of children; (*d*) accept the guardianship of the persons of children who may be committed to its care by courts as neglected, delinquent, dependent, or defective, and make necessary provision for their care and protection; (*e*) cooperate with the juvenile courts of the State in the investigation of all cases of delinquency, dependency, and neglect; act, upon the request of such courts, as probation officers, and assist in establishing investigation and supervision, and establish standards of administration; (*f*) cooperate with the county courts in the administration of the mothers' pension law by assisting in investigation and supervision, and establish standards of administration; (*g*) secure the enforcement of laws relating to the establishment of the paternity of illegitimate children and the fulfilment of the maternal and paternal obligation toward such children; (*h*) secure the enforcement of child labor laws, and laws relating to sex offenses involving children, cruelty to and abuse of children, and contributing by adults to the delinquency and neglect of children, and laws relating to desertion and nonsupport of children; (*i*) cooperate with the superintendent of public instruction and the county superintendent of schools in the enforcement of the compulsory education law; (*j*) receive and provide for feeble-minded persons committed to its guardianship by courts; (*k*) cooperate with the boards of county commissioners in the selection of child-welfare workers and boards; (*l*) act as parole officers of juveniles upon the request of courts or superintendents of institutions; (*m*) secure the enforcement of all laws for the protection of neglected, dependent, delinquent, illegitimate, and defective children, and those in need of the special care and guardianship of the State, and take the initiative in protecting and conserving the rights and interests of such children, inquire into such home and community environmental conditions as tend to create delinquency and neglect, and promote such remedial or preventive measures as will strengthen parental responsibility and stimulate wholesome community life.

Under this act the board is authorized to employ and fix the salary of an executive officer and such agents as shall be necessary to carry out the purposes of the act.

The provisions under (*k*) and many of the other items related directly or indirectly to another bill which was designed to authorize

the appointment of county child-welfare boards, having power to appoint an executive secretary with training and experience in social work. The county board was to act as the county agent of the State board of administration and take the initiative in furthering the interests and welfare of all children in the county. This bill failed of passage in the senate, but with one other exception (a bill creating a bureau of child research in the State university) all the measures proposed by the commission were carried in the upper house of the legislature.

Other bills of special importance which were passed related to the following subjects:

Providing for enforcing parental responsibility for support of children born out of wedlock—substantially the “uniform illegitimacy act” drafted by the National Conference of Commissioners on Uniform State Laws.

Amending the law relating to the support of needy women who are mothers of, or compelled to support, one or more children under 16 years of age, raising the age from 14 years, changing the application to exclude desertion, providing for investigation into conditions in each case, and placing upon the board of administration the duty of promoting efficiency and uniformity in the enforcement of the act.

Prohibiting the assumption of permanent care and custody of children under 18 years of age by any person other than the parents or relatives of a child, or any partnership, voluntary association, or corporation, unless authorized to do so by an order or decree of a district court having jurisdiction.

Amending the laws relating to adoption of minor children, providing for notice to be sent to the State board of administration, the board to investigate “the conditions and antecedents of the child for the purpose of ascertaining whether he is a proper subject for adoption; and to make proper inquiry to determine whether the proposed foster home is a suitable home for the child.”

Defining and regulating maternity hospitals, providing for licensing, and prohibiting maternity hospitals from disposing of infants, directly or indirectly, by placing them in family homes for adoption or otherwise. Another act also prohibited maternity hospitals, lying-in hospitals, or any private midwife or nurse from placing children in family homes without a license to do so from the board of administration.

Providing for the licensing and regulation of homes and institutions caring for more than three children under 18 years of age.

Providing for the licensing and regulation of persons or corporations engaged in the placement of children in family homes for temporary or permanent care.

Amending the law relating to the bringing of dependent children into the State or taking children from the State, placing the jurisdiction in the hands of the State board of administration instead of the local county officials, as before.

Providing for the care and treatment of crippled children through arrangements made by the State board of administration with hospitals within the State equipped to give the necessary medical and surgical service.

Amending the laws regulating the employment of child labor, defining the conditions under which children may be employed, the requirements in regard to employment certificates, and providing for enforcement of the law. The new law changes the employment-certificate provisions of the previous law by raising the educational standard for work during school hours to completion of the eighth grade or nine years' school attendance, by requiring standard evidence of age, and by strengthening the administrative provisions. The minimum age for employment in mining is raised from 14 to 16 years. The workmen's compensation bureau is made the administrative agency, and is given power to fix the maximum hours and minimum wages and standard conditions of labor for minors, to investigate and determine reasonable classifications of employments for minors, and to prohibit their employment in occupations dangerous to life, health, safety, or welfare.

Other acts resulting from the commission's recommendations related to prohibiting the placing of children in almshouses, or in institutions where delinquent children are kept; incorporation of societies for the care and placement of children; abandonment or neglect of wife or child and the desertion and nonsupport of family; penalty for indecent liberty with the person of a child; an amendment of the act relating to the rights of both parents to the custody, services, and earnings of a legitimate, unmarried, minor child; and amendment of the act relating to abandonment of children.

In addition to the bill previously referred to authorizing county boards of public welfare, the following bills proposed to the legislature failed of passage: Bill providing for a juvenile-research bureau in connection with the State university; bill regulating street trades; bill relating to the commitment and care of the feeble-minded; and the bill amending the juvenile-court act.

## Ohio.

*Commission to Codify and Revise the Laws of Ohio Relative to Children*, created by law, May 18, 1911. (Laws 1911, p. 123.)

The act provided for the appointment of "a commission to revise, consolidate, and suggest amendments to the statute laws of the State of Ohio which pertain to children." The governor was authorized to appoint two competent commissioners to carry out this work, their duties to commence not later than July 1, 1911, a report to be made to the governor within a year after this date. The commissioners—two lawyers—served without compensation; but a sum not to exceed \$3,000 was appropriated to cover the expenses of the commission, including the services of clerks and experts.

The commissioners were specifically instructed to "unify the present laws pertaining to illegitimate, defective, neglected, dependent, and delinquent children, and to their treatment, care, maintenance, custody, control, protection, and reformation," and to "suggest such amendments and additions as, to them, may seem best calculated to bring the statute laws of this State into harmony with the best thought on this subject."

In regard to their work, the commissioners reported:<sup>34</sup>

We have visited the Eastern States; we have corresponded all over the United States and with some of the officials of European countries and have studied the laws of the various States; we have met with the theorist and the practical worker. In the State of Ohio we have consulted and corresponded with children's home officials, juvenile judges, probation officers, officials of the State boards and institutions, and with private charity workers.

An article<sup>35</sup> on the children's code of Ohio, by H. H. Shirer, secretary of the board of State charities, gives further information in regard to the methods of work:

Conferences were held in the large cities of the State, at which time there were held informal discussions of the matters under consideration. Meetings were held in connection with the children's home section of the State conference of charities and correction, at which time criticisms were solicited in respect to many of the proposals under consideration. Because of this public way of treating the problem, the work of the commission soon commanded the respect of all persons liable to be affected by the recommendations to be made in their final report. \* \* \* The Ohio commission took under consideration all the laws of the State which in any way pertain to children. This included the management of public and private children's homes, the compulsory education law, the child labor law, compensation to mothers under certain social conditions, the juvenile court, truancy, the State institutions that care for children, and all other related subjects.

<sup>34</sup> Report of the Commission to Codify and Revise the Laws of Ohio Relative to Children, p. 1.

<sup>35</sup> Shirer, H. H.: "The Children's Code of Ohio." *The Ohio Bulletin of Charities and Correction*, vol. 20 (January, 1914), pp. 16-23.

In 1912 the report was made to the governor, who transmitted it to the legislature of 1913. The recommendations of the commissioners resulted in the passage of the so-called Children's Code of 1913.<sup>36</sup>

### Oklahoma.

*Children's Code Commission*, created by law, March 22, 1919. (Laws 1919, ch. 58.)

The governor was authorized and required to appoint three competent persons as commissioners, to enter upon their duties not later than July 1, 1919, and to report to the governor not later than July 1, 1920, their report to be transmitted by the governor to the next session of the legislature.

The commission was empowered to "revise, consolidate, and suggest amendments and additions to the statute laws of the State of Oklahoma which pertain to children." It was instructed to "unify the present laws pertaining to illegitimate, defective, neglected, dependent, and delinquent children, and to their treatment, care, maintenance, custody, control, protection, and reformation," and to suggest "such amendments and additions as to them may seem best calculated to bring the statute laws of this State into harmony with the best thought on this subject."

The commissioners were given access to the records of the departments of the State, county, and municipal governments. With the consent of the governor they were authorized to employ stenographers and clerks and to secure such expert advice and assistance as might seem advisable.

Inquiries concerning the work of the commission and its results have met with no response.

### Oregon.

*First Child-Welfare Commission*, appointed by the governor January 7, 1913.

The membership was composed of three women and two men. No appropriation was made by the State. The commission was created "to study conditions affecting childhood, to ascertain the best way to remedy existing evils, and to endeavor, through legislation and education, to throw necessary and proper safeguards about the children of the State."

This commission in 1915 made a report<sup>37</sup> on existing conditions and submitted the following recommendations to the legislature as covering the most urgent needs:

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<sup>36</sup> "Children's Code, 1913." Laws 1913 (act of Apr. 28), pp. 864-914.

<sup>37</sup> First Biennial Report of the Oregon Child-Welfare Commission to the Governor and the Legislative Assembly, 1915. Salem, Oreg., 1915.



That the superintendent of public instruction be made *ex officio* a member of the governing board of each of the State institutions having charge of children and minors, so that these institutions may be brought into organic relation to the educational system of the State, of which they are and ought to be a part.

That the heads of all these institutions be chosen expressly and solely with reference to expert qualifications.

Regular physical and psychological examinations in all of our institutions for children.

A juvenile probation commission, to standardize and supervise the probation work of the State, with the governor and State superintendent of public instruction as *ex officio* members.

Local day schools for teaching speech to normal deaf children whenever there are six children over the age of 3 years.

A commitment law for the feeble-minded, including both sexes, over 10 years of age.

A separate cottage at the school for the feeble-minded, to be used for epileptics.

The enactment of a law to prevent infant blindness, caused by the preventable disease known as ophthalmia neonatorum.

The enactment of a law giving the illegitimate child the father's support and right of inheritance, when paternity has been adjudicated by the court.

Bureau of vital statistics and the enactment of the "Model Law" on birth registration.

Establishment of a parents' education bureau or department in cities of 5,000 and over, under the supervision of the local board of education, the State department cooperating with the local board.

Two of the above recommendations were adopted and resulted in the passage of laws to prevent blindness and to provide for birth registration.

In 1915 the governor reappointed the commission. Funds were raised from private sources. The commission was authorized to study and report on "the care and treatment of indigent, crippled children," and "modern methods on the care of dependent and neglected children." They also studied "the value of health education in preventive work, and kept in touch with the activities of the State schools." A child-legislation exhibit, giving information regarding child welfare and the need of preventive work, was sent through the State for the purpose of arousing public sentiment in favor of improved legislation.<sup>38</sup>

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<sup>38</sup> "Oregon's Duty to the Children," in *Second Biennial Report of the Child-Welfare Commission, 1917*, p. 3. Salem, Oreg., 1917.

In 1917 the commission reported,<sup>39</sup> making a number of recommendations for the State institutions and urging the passage of legislation covering seven specific child-welfare needs:

"Provision for the care and surgical treatment of indigent sick, crippled, and deformed children.

"Permanent custodial care for the feeble-minded over the age of 12.

"Provide that the care, education and support of illegitimate and legitimate children be identical as nearly as possible.

"State care and supervision for dependent and neglected children.

"Public-school kindergartens.

"A more effective cigarette law.

"Eight months' session in every school district."

Six of the commission's recommendations were embodied in laws passed by the 1917 session of the legislature.

In February, 1917, the legislature, through a resolution (Laws 1917, Senate resolution No. 21, p. 941), authorized the appointment by the State board of control of a committee of five members. This committee was instructed to "visit all private and public institutions of this State having charge and control of minors and dependent, delinquent, incorrigible, and subnormal children," to the end that ameliorative measures might be taken by the next legislature.

The extension division of the University of Oregon undertook to finance the work of the committee. The five members of this commission were all members of the faculty of the University of Oregon. The assistance of the department of child helping of the Russell Sage Foundation was secured and a study was made along the following lines: Public institutions, private institutions, child-placing in families, child care in institutions, supervision of child-welfare work, preventive measures and agencies, and State action past and prospective. A proposed child-welfare bill was included in the report of the study which was published for the child-welfare committee by the extension division. This report was presented to the State board of control in 1918.<sup>40</sup>

One of the results of the recommendations of the commission was the law creating a permanent supervisory bureau called the "Child-Welfare Commission," whose duties included the inspection and supervision of all child-caring and child-placing agencies.

*The Oregon Child-Welfare Revision Committee* was created by law, March 4, 1919. (Laws 1919, ch. 299.)

<sup>39</sup> "Oregon's Duty to the Children," in Second Biennial Report of the Child-Welfare Commission, 1917. Salem, Oreg., 1917.

<sup>40</sup> Slingerland, W. H.: Child-Welfare Work in Oregon. A study of public and private agencies and institutions for the care of dependent, delinquent, and defective children. July Bulletin, Extension Division, University of Oregon, 1918.

The act provided for a commission of three members experienced in legislative work, to be appointed by the governor for a term of two years from the date of the approval of the act.

The committee, also referred to in the act as a commission, was directed to "codify, classify, and index all the laws of the State of Oregon defining child dependency and delinquency, providing for court commitments and guardianship of the persons of dependent, delinquent, and feeble-minded children, authorizing private agencies and institutions for the care of dependent and delinquent children and the commitment and care of feeble-minded and defective children, arranging consent to the adoption of children, regulating child placing in families, and providing for the supervision, records, and reports for such child-welfare work, the code of the committee to be reported directly to the legislature for approval."

The committee was to serve without compensation, but the sum of \$500 was appropriated to cover "the expenses of actual traveling and clerical work necessarily incurred in complying with the foregoing provisions and rendering said report, together with the expense of printing the same."

The child-welfare revision committee in 1920 compiled the "Child-Welfare Laws of the State of Oregon," and a pamphlet containing these laws was published by the Oregon Child-Welfare Commission—the supervisory State bureau created as a result of the recommendations of the similarly named commissions created for the purpose of considering legislation needed. In 1922 a revised edition was printed, including later amendments and laws.

### Pennsylvania.

*Commission to Suggest Revisions and Amendments to the Statutes which Relate to Children*, created by act of the legislature, July 11, 1923. (Laws of Pennsylvania, 1923, Act 411.)

The commission was directed to study the laws, conditions, and practice of the State relating to child welfare, to revise and consolidate such laws, and to recommend such amendments and such additional laws as may be needed, having special reference to the laws relating to the dependent, defective, delinquent, neglected, incorrigible, or illegitimate children or to their treatment, care, maintenance, custody, control, or protection and reformation.

The law authorized the governor to appoint seven citizens as members of the commission, three of whom must be women. The members are to receive no compensation for their services but are to be allowed traveling and other expenses. An appropriation of \$5,000 is made for the work of the commission, which is to report to the 1925 session of the legislature. In December, 1923, members of the commission had been appointed, and plans of work were being made,

### South Carolina.

*Child-Welfare Commission*, appointed by the governor, May 15, 1919.

The commission consisted of 10 members, as follows: One judge of a juvenile court, 2 members of the legislature, 3 persons connected with State boards, 2 representatives of private child-caring agencies, 1 teacher, 1 labor representative. It was arranged that the commission should work in conjunction with the State board of charities and corrections (which later became the department of public welfare).

In the act creating the board of charities and corrections (acts 1915, No. 100, sec. 13, pp. 132-138), the board is instructed to make a report to the governor, which shall include "such recommendations as may be deemed proper to be submitted to the general assembly." The work of the commission was planned with the view to facilitate the work of the board in making such a report.

The commission planned to make a general survey of the State along specified lines and, after the conclusion of the survey and consideration and acceptance of the report resulting from it, to draw up a code of laws for children. The studies were planned according to the following classification:

1. General protection (including such subjects as parentage, property, marriage, etc.).
2. General social welfare. (State, county, and city agencies for social welfare.)
3. Public health.
4. Dependent children.
5. Delinquent children.
6. Defective children.
7. Child labor.
8. Administration.
9. Formulating code.
10. Facilitating legislation.

In 1921, at the request of the commission, the National Committee for Mental Hygiene made a state-wide survey of the prevalence of mental defect and disease. The report of this survey was transmitted to the legislature in February, 1922, under the auspices of the South Carolina Mental Hygiene Committee.

The commission made no report and has not functioned since 1921.

### South Dakota.

*State Child-Welfare Commission*, created by law in 1919. (Rev. Code, 1919, sec. 2, ch. 134.)

The law designated the membership as follows: The superintendent of public instruction, the superintendent of the State board of

health, the president of the woman's board of investigation, the parole officer of the State board of charities and corrections, and one citizen of the State to be appointed by the governor for a two-year term. An appropriation of \$500 was made for expenses. A member of the commission was elected executive secretary, to serve without compensation.

The duties as outlined in the law dealt primarily with child labor, but the commission interpreted broadly the provision to "investigate the condition of children and advise pertaining to their care and instruction."

In December, 1920, the commission issued a report, including recommendations for legislative action,<sup>41</sup> specifying 22 items, some of which might be met by legislation, others referring to methods of administration. This report was presented to the legislature in 1921, and a few of the items suggested were embodied in laws enacted. The commission was recreated by the 1921 legislature and was granted an appropriation of \$3,000 to carry on its work.

At the request of the commission the Federal Children's Bureau in 1921-22 made a series of studies of child-welfare conditions in the State, particularly with reference to the care and protection of dependent, defective, and delinquent children.

The commission became inactive in 1921, apparently because of the failure of the governor to appoint a member to take the place of the secretary, whose term expired. The four other members were ex officio and continued in office.

Early in 1923 one member of the commission undertook active work in organizing county child-welfare boards, which had been authorized by a law passed in 1921. A bulletin was issued describing the duties of county boards and giving the text of laws relating to child welfare. The commission recommended to the legislature that the law creating the commission be amended to permit the appointment by the governor of a new commission of three members, none of them ex officio and two of them women. The amendment was passed and the new commission has been appointed. The chairman is a juvenile-court judge, and the secretary of the old commission has been named secretary of the new one. An appropriation of \$500 was made for the work of the commission, which will report to the 1925 session of the legislature.

## Tennessee.

*Child-Welfare Commission*, appointed by the governor in January, 1920, for the purpose of cooperating with the National Child Labor Committee in their survey of child-welfare needs of the State.

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<sup>41</sup> First Biennial Report of the South Dakota Child-Welfare Commission, 1919-1920. Issued by the Child-Welfare Commission, the Capitol, Pierre.

The 16 members of the commission represented the State departments of education, charities, health, and the State industrial and judicial interests, as well as private social agencies. No appropriation was made for the work of the commission.

The commission outlined its purposes as follows:

"1. To find out what are the actual conditions affecting child life in Tennessee.

"2. To examine critically the existing system of law and administration so far as it concerns children.

"3. To prepare a report of findings and recommendations to be submitted to the governor and the legislature.

"4. To assist in getting old laws amended and new laws passed in cases where such legislative action is found to be desirable."

It was further stated that a children's code was the goal toward which the commission was working.

A letter from the former secretary of the commission stated that up to the end of 1922 the commission had not been active, except in sponsoring the survey mentioned. No special report was made to the legislature by the commission. Presumably the authority of the commission has lapsed.

### **Texas.**

*Texas Child-Welfare Commission*, appointed by the governor in June, 1919.

This commission, which had a membership of 50, was designed to be "a clearing house of all child-welfare problems." No appropriation was made for the work of the commission. The commission was divided into the following committees: Legislative, survey of child-welfare organizations, finance, publicity, child hygiene, working children, public education, rural children, dependent children, erring children, child welfare in the church.

The secretary stated that the commission planned "to make a study of all State, county, and municipal laws relating to children, also of the State, local, and private institutions and agencies dealing with children, and of general conditions surrounding childhood in Texas, and to prepare a report of its findings, together with recommendations of legislation and other measures looking to the betterment of the condition of childhood in Texas."

It has not been possible to secure from the commission information concerning work done or measures proposed.

### **Utah.**

*State Welfare Commission*, created by the 1921 legislature (Laws 1921, ch. 56, secs. 1-6).

This commission was not limited to child welfare, but considered the wider field of social-welfare legislation. It was appointed "to study and investigate the laws, conditions, practices, and institutions of this and other States and countries, relating to public health and to the dependent, neglected, defective, and delinquent classes, and on the basis of such study to prepare amendments to and codification of the laws of Utah pertaining to health, to the dependent, neglected, delinquent, and defective classes." The commission consisted of the governor, the State superintendent of public instruction, and the secretary of the State board of health as *ex officio* members, and eight members appointed by the governor. He also appointed an advisory committee of five members, who undertook the full responsibilities of membership. The law creating the commission carried no appropriation, and the work was done entirely without funds; stationery and stamps were supplied by the State board of education. The executive secretary was an attorney, who was a member of the commission.

The commission was divided into five committees, each having from three to five members, to deal with the following subjects: Health, the dependent and neglected, the defective, the delinquent, public recreation. Meetings were held once a month at the State capitol. The executive secretary, in April, 1922, gave the following information in regard to work being done by the committees:

The committees have all undertaken survey work during the past year, in which they are still engaged. The work, however, has had to be done largely through the questionnaire method because of the lack of funds. All the health agencies of the State of Utah have been organized in what is known as the State health council, to which each health organization of the State of Utah sends a representative. The health committee is securing its information through this State health council, and its problem is largely one of correlating the health activities of the State.

The dependency and neglect committee has sent out questionnaires to all of the counties of the State and is securing very good response to the same. This committee has worked out a plan also, which it has submitted to the State board of health, through which it is hoping that part of the Sheppard-Towner appropriation for the State of Utah will be used in making a survey of maternity homes and the care of the illegitimate child and its mother in the State.

The committee on delinquency has secured the cooperation of the State board of education and is attempting to secure, through the district superintendent of each school district in the State and the teachers under him, a social study of each child in the district who needs special care in the school system. This seems feasible in our State because of the fact that all children under the age of 18 years must be enrolled in the school system. Our work in this committee is largely for the purpose of determining how far the school system can take over the activities and functions connected with the care of the juvenile delinquent.

The committee on defectives has made a rather extensive study of the problems of the feeble-minded in the State.

The committee on public recreation is making a survey in all the counties of the State through a system of volunteer workers whose cooperation has been secured, also through the aid of the public-school system.

Early in January, 1923, a report was made to the governor.<sup>42</sup> In this report the commission stated that it realized that it had by no means completed the work for which it was created, and that it felt that the "effort thus far expended by the commission in developing a permanent State welfare policy in accordance with approved standards, justifies and demands a continuance of the work."

The recommendations made by the commission included the following relating especially to child welfare:

A permanent State welfare board with supervisory powers over all institutions and agencies doing welfare work and supported in whole or in part by the State. This board would also continue the work done by the temporary State welfare commission. If such a board was deemed inadvisable at the time, continuance of the present commission with a small appropriation was recommended.

Measures relating to the State industrial school—providing for segregation of feeble-minded wards, placing the control of the institution under the State board of education, permitting the transfer of delinquent children to the industrial school by the school authorities without court committment, reserving to the parents the right to appeal to the juvenile court against the ruling of the school authorities.

Adding to the jurisdiction of the juvenile court of the district including Salt Lake City, and designating this court as a family court.

Authorizing commissioners, councils, and boards of trustees to provide "all manner of recreational facilities deemed needful in their respective jurisdictions, and to provide a system of proper organization and supervision of play and recreation activities, to provide for a method of cooperation among them, and to provide funds for facilities and for supervision."

The appropriation of sufficient funds to enable the State board of health to carry out the necessary measures for the conservation of the public health and safeguarding the lives of the people, including specifically appropriations required to match the Federal funds available under the Sheppard-Towner Act, and funds to maintain the venereal-disease bureau in an efficient manner.

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<sup>42</sup> Report of the State Welfare Commission of the State of Utah, 1921-22. Salt Lake City, 1923.



Requirement of higher educational qualifications and special training as a condition of licensing midwives.

Continuance of the "widows' pensions," with increased attention to cooperation with approved private charity organizations and "in conformity with enlightened standards for the conduct of this work."

In the letter transmitting this report to the governor the chairman of the commission stated that the time did not appear to be opportune for the creation of a permanent State welfare board, and no bill would be presented on this subject. The continuance of the State welfare commission was recommended.

The legislature passed the following bills relating to subjects of recommendation:

Providing for the regulation of the placing out of children and requiring a license therefor from the State board of health.

Accepting the provisions of the Sheppard-Towner Act and meeting the Federal funds available under the act.

Authorizing local officials to provide recreational facilities and to provide a system of proper organization and supervision of play and recreation.

Continuing the Utah State Welfare Commission for another two years, without an appropriation.

## Virginia.

*Children's Code Commission of Virginia*, appointed by the governor April 1, 1921, and consisting of nine members.

The commission was given no State appropriation and received no funds from private sources, but it had special assistance from the State legislative-reference bureau, the director of which served as secretary of the commission. Because of the lack of funds and the brief time available, it was not possible to conduct any field inquiries or hold any public hearings. The work proposed to be covered by the commission was assigned in the following manner, each group of subjects being dealt with by one or two members:

1. Crimes against children, delinquent children, court procedure, correctional institutions, adults contributing to delinquency, abandonment, desertion, adoption, dependency, and neglect.

2. Defective children, deaf, blind, crippled and deformed children, feeble-minded, epileptic, protection of children from transmissible disease, regulation of marriage.

3. Child welfare, birth registration, vital statistics, regulation of midwives, health, lying-in and maternity institutions.

4. Institutional homes, placing-out agencies, baby farms, public relief at home, school attendance, employment, parental schools.

The commission published a report containing abstracts of the 28 bills to be recommended to the general assembly.<sup>43</sup> The following outline of proposed measures is given in the report:

I. Agencies for the enforcement of child-welfare legislation:

A new bill continuing the State board of charities and corrections as the State board of public welfare, creating a children's bureau, and providing for local boards of public welfare in cities and counties.

A bill revising the section of the code relating to procedure in children's cases.

A bill revising the section of the code relating to the establishment of juvenile and domestic-relations courts in cities of 25,000 inhabitants or over.

A new bill providing for the establishment of juvenile and domestic-relations courts in cities of less than 25,000 inhabitants and in counties.

II. General laws for the protection of children:

A new bill regulating issuance of marriage licenses, requiring male applicant to present certificate of licensed physician showing freedom from any venereal disease and female to present certificate showing freedom from syphilis.

A bill amending the section of the code, relating to issuance of marriage licenses, so as to require applicant for marriage license to give notice of his intention to apply therefor 20 days prior to date of such application, and requiring publication of such notice.

A bill revising the existing statute relating to desertion and nonsupport.

A new bill prohibiting the selling of children and protecting them from cruel treatment, etc.

A bill revising the section of the code, as amended on March 19, 1920, relating to adoption proceedings.

A new bill providing for the establishment of the paternity of illegitimate children and for their protection.

A bill revising a section of the code, raising the age of consent for marriage to 16 for males and 15 for females.

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<sup>43</sup> Digest of bills submitted to the General Assembly of Virginia by the Children's Code Commission and other agencies. (No date.)

## II. General laws for the protection of children—Continued.

A bill reenacting a section of the code, fixing age of consent in rape cases at 16.

A new bill prohibiting the separation of infants under 9 months of age from their mothers, with exceptions.

A new bill prohibiting the employment of women in factories, etc., just before and just after childbirth.

Revising the section of the code relating to the sale of cigarettes, pistols, etc., to minors, fixing prohibited age at 18 years instead of 16.

A new bill concerning the custody and guardianship of children.

A new bill prohibiting admission of minors to pool rooms, etc.

A new bill regulating public dance halls.

A bill providing local recreation centers and for teaching home crafts.

## III. Laws relating to special classes of children (dependent and neglected children):

A new bill regulating child-placing and child-caring institutions and agencies.

A new bill regulating maternity hospitals.

A new bill regulating boarding houses and nurseries for children under 6 years of age.

A new bill providing public relief for children in their own homes. (Commonly called "Mothers' Pensions.")

## IV. Children in industry:

A new child labor bill.

## V. School children:

A new compulsory school attendance law.

A bill amending the section of the code regulating the construction of school buildings, and requiring fire escapes on certain school buildings hereafter constructed.

A new bill providing for occupational therapy in hospitals and other institutions (optional).

The commission did not undertake to revise the laws relating to the four State industrial schools for the reason that there was a special committee at work on this subject. The laws relating to the feeble-minded and to the deaf and the blind were also being given consideration by special commissions or committees and the children's code commission did not go into this field.

Eighteen of the bills proposed by the commission were passed by the general assembly in 1922. They were summarized as follows by the chairman of the commission:

"1. A bill providing for changing the name of the State board of charities and corrections to State board of public welfare, making that board the State board of children's guardians, creating within that board a children's bureau, and providing for the establishment of local boards of public welfare in each county of the State, was passed in substantially the form in which it was presented.

"2. The juvenile court procedure bill provides for chancery proceeding, instead of the old semicriminal procedure, which has previously existed. A new bill extending the juvenile and domestic-relation courts system to the counties of the State, giving those courts practically the same jurisdiction now exercised by these courts in cities.

"3. A group of bills providing for (a) public relief for children in their own homes to be administered by the local boards of public welfare; (b) regulating child-placing and child-caring institutions and agencies; (c) regulating maternity hospitals; (d) regulating boarding houses and nurseries for children under 6 years of age.

"4. A new child labor bill which is a decided improvement over the existing law was adopted. However, it still permits children between the ages of 12 and 16 to work in fruit- and vegetable-canning factories during the summer vacation.

"5. A new compulsory school attendance law requiring children between the ages of 8 and 14 to attend school."

A number of minor measures were also passed.

### West Virginia.

*State Child-Welfare Commission*, created by a law passed April 11, 1921, effective after 90 days. (Laws 1921, ch. 135.)

The commission was authorized "to study and investigate the laws and conditions existing in the State relating to dependent, neglected, defective, and delinquent children, and the entire question of child welfare, and such other subjects as it finds in the course of its investigation to be connected therewith." An appropriation of \$4,750 was provided to pay the secretary and necessary expenses incurred by the commission. (Laws 1921, extra session, ch. 1.) In July, 1921, the governor appointed the nine members of the commission. The commission was to report the results of its investigation with its recommendations to the 1923 legislature and to submit such bills as might be necessary in the carrying out of its recommendations. The heads of State departments dealing with children served as an advisory

council to the commission, the following being members of this council: The president of the State board of control, the State commissioner of health, the State superintendent of schools, the State labor commissioner, the executive secretary of the board of children's guardians.

The first piece of work undertaken was a digest of all the laws of the State relating to minors. The studies of the commission were carried on through personal investigation of conditions, and through correspondence and conferences with officials and citizens who had a practical knowledge of the problems under consideration. One of the members of the commission was appointed executive secretary. An office was maintained in the capitol building.

In the report <sup>44</sup> prepared by the commission in July, 1922, the following new legislation was proposed:

The creation of homes in each of the congressional districts of the State for the care and support of the poor (designed to take the place of 45 county almshouses and the contract system used in 10 counties).

The creation of county welfare boards to advise with and assist the State board of children's guardians in the performance of its duties in the county, and to act in a general advisory capacity to the county and municipal authorities in dealing with questions of dependency, delinquency, and distribution of poor funds.

Amendments were recommended to existing laws relating to the powers and duties of the State board of children's guardians, increasing the allowances that might be granted to mothers of dependent children, raising the age limitation, and enabling mothers who own property to receive the benefits of the act. Another amendment provided that the county court (i. e., county commissioners) should annually reconsider all cases that had been receiving county aid. An amendment to the marriage law was suggested, providing for examination for venereal disease before the granting of marriage licenses, and an interim of 10 days between the issuance of the license and the marriage.

The commission also made certain recommendations in regard to the care of the feeble-minded, the need for a survey of the practice of midwifery in the State, the creation by the State board of health of full-time health units in the counties, provision for physical examinations of children entering State child-caring institutions, the need for promotion of the maternal and child hygiene work under the State board of health, the enactment of a street trades law and better enforcement of the school attendance law in rural communities,

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<sup>44</sup> Report of the West Virginia State Child-Welfare Commission, 1922.

making the county the unit for school taxation, and provision for delinquent boys and girls who are over the age for admittance to the two industrial schools.

The commission pointed out that the specific recommendations made to the legislature comprised "only a few fundamental principles which must be woven into the fabric of our State to meet the present exigencies and to form a foundation to alleviate future needs." Therefore the commission in its report submitted also a statement of the "rights of childhood," enumerating under the following headings principles that should be found in the laws of the State:<sup>45</sup>

The right to be born in honor, sound in body and mind; the right to protection from disease and to promotion of health.

The right to education and training sufficient to develop his capacity for knowledge and achievement.

The right to be safeguarded from neglect, abuse, exploitation, and other injustice.

The right to play, recreation, and companionship.

The right to care, food, shelter, and clothing.

Laws were passed relating to county child-welfare boards (created at the option of the county), the powers and duties of the State board of children's guardians, and mothers' pensions.

### Wisconsin.

*Child-Welfare Committee*, appointed by the governor, December 12, 1918.

The committee of 13, of which the State reviser of statutes was chairman, was composed of judges, legislators, members of State boards, and social workers.

The duty imposed upon the committee was to codify and examine laws relating to child welfare, to eliminate dead-letter laws, to study the needs for revision, and to formulate proposals for new laws. The legislature made an appropriation to cover the exact cost of stenographic work for the committee.

The committee reported to the legislature of 1919. The report included a number of recommendations which were enacted into law. At the request of the commission the laws of the State relating to child welfare were compiled by the Juvenile Protective Association of Milwaukee.<sup>46</sup>

In 1919 a bill was introduced in the legislature providing for the appointment of "a committee to codify and suggest new legislation concerning children, their welfare and employment." This bill failed of passage.

<sup>45</sup> Report of the West Virginia State Child-Welfare Commission, 1922.

<sup>46</sup> Statutes Relating to the Protection, Reformation, and Welfare of Children. Compilation by Miss Edith Foster, Juvenile Protective Association, Milwaukee. Printed by the legislature of 1919, Madison.

## SPECIAL STATE LEGISLATIVE COMMITTEES.

The foregoing sections have dealt with official State commissions for the study and revision of child-welfare laws. Precise definition of the inclusion is difficult, but the basis has been: (1) The limitation of such a commission to activity directly relating to child-welfare or social-welfare legislation, and not including administrative functions; (2) recognition of the commission as an official State body; (3) creation by act of legislature or authorization and appointment by the governor; (4) representation on the commission of various interests concerned with child welfare, and not limitation to one group or type of activity. In a number of States there are organizations for the purpose of promoting social legislation, such as the women's legislative councils and similar organizations representing a group of women's clubs, legislative committees of State conferences of social work, or special committees with state-wide representation working in the interest of child welfare. Frequently the State board of charities or department of public welfare is authorized by the law which creates it to keep informed concerning social-welfare legislation and to make recommendations regarding necessary changes, but the field of such a board is restricted. It has been mentioned that official commissions have sometimes been secured through the efforts of state-wide or local committees; in some cases these unofficial committees have worked along the same lines as the later commission, preparing the way for it. Any attempt to cover a subject of this kind adequately is beset with many difficulties because of the diversity existing in the 48 governmental units of this country, which makes classification very difficult even in an apparently clear field such as this. There will, therefore, inevitably arise differences of opinion as to inclusion and method of analysis. In some instances it is undoubtedly true that interpretation has been colored by the possession of first-hand knowledge of the situation or by the absence of it and reliance upon printed information or correspondence.

Three outstanding "special committees" for child-welfare legislation, not included in the foregoing, are treated separately, in order to keep as clear-cut a definition as possible of official State commissions for the study and revision of child-welfare laws, and also because of the fact that in at least one case this committee may be considered as a preliminary step in securing the creation by law of an official commission to consider child-welfare or social-welfare legislation.

## Alabama.

The act creating the Alabama State Child-Welfare Department (the controlling board of which is called the Alabama Child-Welfare Commission), authorized this department to "make surveys for the purpose of promoting the welfare of children." The Alabama Child-Welfare Commission in August, 1921, appointed from its membership a committee of five to make a study of child-welfare problems in the State and to make recommendations for the removal of inconsistent, obsolete, or otherwise undesirable laws, and the enactment of new child-welfare legislation needed. The commission empowered the committee to employ such expert service as it deemed necessary for such a study, and the committee contracted with the National Child Labor Committee for agents to do this work. The report of the three agents so employed was adopted by the committee in May, 1922, and was printed by the State welfare department in its official bulletin,<sup>47</sup> in the form submitted. The foreword states that the report was submitted by the department to "the League of Women Voters, Federation of Women's Clubs, the school authorities, and such members of the medical, legal, and other groups as have manifested their interest in the coordination of children's laws in Alabama and in the better development of child-welfare programs." The report included a number of suggestions for legislative action, most of which were for amendments to existing laws.

## Colorado.

The Governor of Colorado in 1920 "called a meeting at his office at the State capitol of some of the county judges of the larger counties, as representing the County Judges' Association of Colorado, to discuss the situation and what might be done to remedy the defects" in the children's laws of the State, and to secure needed changes and additions.<sup>48</sup> As a result of this conference the governor appointed a committee of eight judges to report to the governor and to the legislature in 1921 on legislation needed for the protection of the children of the State. The committee endeavored to secure the advice and cooperation of individuals and agencies throughout the State interested in child-welfare legislation, and public meetings were held under the auspices of the committee for discussion of measures that were under consideration. Eight of the 14 bills proposed by the committee received the official indorsement of the legislative council of the State Federation of Women's Clubs of Colorado. Practically all of the legislation recommended related to the care and protection of dependent and delinquent children, and juvenile-court jurisdic-

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<sup>47</sup> Alabama Childhood. The Official Bulletin of the State Child-Welfare Department of Alabama. June, 1922, vol. 1, No. 4.

<sup>48</sup> Report of Governor Shoup's Committee on Child-Welfare Legislation for Colorado, 1921, p. 1.



tion. The legislature of 1921 did not pass any of the bills recommended by the committee.

The governor reorganized the committee in June, 1922, on a different basis. He requested the presidents of the following organizations to appoint members: The Colorado Federation of Women's Clubs, five members; the Colorado Parent-Teacher Association, four members; the Colorado Education Association, four members; the Colorado League of Women Voters, four members; the Council of Jewish Women, three members; and the Catholic Daughters of America, three members. The presidents of these organizations were also to be included as members, making a total of 29 women. This committee was called the Colorado Committee on Child-Welfare Legislation. A committee of seven was appointed to consider the report of the former committee on child-welfare legislation and make recommendations to the general committee. In October, 1922, the general committee adopted the recommendation of the subcommittee approving eight of the bills included in the report of the former committee. The subcommittee was directed to "prepare in pamphlet form the text of the eight bills recommended, together with such explanations thereof as they might care to add; said pamphlet to include also the excerpts from the party platforms of the two principal political parties with reference to their attitude on legislation for women and children."<sup>49</sup> A resolution was passed by the general committee "to see to the mailing of copies of the report to candidates for State offices and the State legislature, with the request that such candidates be questioned concerning their attitude regarding such legislation and the bills prepared to cover it." The committee stated in its report that the failure to include six of the bills of the earlier committee was not to be interpreted as opposition to them, but that the committee was desirous of reducing to a minimum the number of measures to be presented to the legislature, retaining only those of most pressing importance.

In March, 1923, four of the seven bills sponsored by the committee were passed by the legislature:

1. Providing for compelling parents and guardians to care for children.
2. Raising the age of delinquency and dependency from the sixteenth birthday to the eighteenth birthday. (Originally considered as two bills.)
3. Extending the jurisdiction of the juvenile court to adults guilty of offenses against children. (Restoring a provision of an earlier law declared unconstitutional.)
4. Providing for aid to mothers before and after childbirth.

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<sup>49</sup> 1922 Report of Governor Shoup's Committee on Child-Welfare Legislation for Colorado, p. 2.

## Illinois.

In January, 1920, the director of the Illinois Department of Public Welfare appointed a "children's committee" for "the purpose of setting forth a program of adequate child care, of correlating efforts of existing boards and departments in the interests of children, of codifying the laws relating to children, and establishing throughout the State minimum standards of child welfare." Fifty-seven persons were invited to serve on the committee, five of them being ex officio members representing the State department of health, the State department of labor, the State department of public welfare, the State welfare commission, and the State department of public instruction. The committee was divided into 10 subcommittees, as follows, each with from 3 to 10 members:

The delinquent child.

The dependent child in institutions.

The dependent child in families.

Family relief.

Child labor.

The illegitimate child.

Medical aspects of child care.

The feeble-minded child.

The colored child.

Standards for children's institutions.

The report <sup>50</sup> of the committee points out that no subcommittee was formed for crippled children, as the report of the State survey of the handicapped would embody recommendations for the care and training of these children.

The entire committee held three meetings (in January, May, and December, 1920), and the subcommittees and the executive committee (which was composed of the chairmen) met frequently. The following special studies were incorporated in the reports of subcommittees, included in the published report of the committee: The State training school for boys; The State training school for girls; Suggested systems of parole for boys and girls committed to State training schools for delinquents; Mental survey at Illinois Soldiers' Orphans' Home; Physical, educational, social, and recreational program for the wards of the State in the Soldiers' Orphans' Home; Comparative studies of children in several institutions and schools. Because of the very representative nature of this committee and the great amount of authoritative opinion and the careful consideration that was given the various problems dealt with, the recommendations of the subcommittees are of special value and are quoted herewith:

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<sup>50</sup> Report of the Department of Public Welfare, Children's Committee. Printed by authority of the State of Illinois. December, 1920.

*The delinquent child.*

Nine juvenile-protective officers, to be field workers on the staff of the division of child welfare, department of public welfare.

Recommendations for the correctional schools at Geneva and St. Charles.

An adequate system of parole for boys and girls from St. Charles and Geneva.

Suitable places of detention for children awaiting hearings of their cases in the juvenile courts.

An amendment to section 9 of the juvenile court act to make the director of public welfare guardian of certain delinquent children.

A representative of the department of public welfare to file a petition for delinquency, dependency, or neglect in any local court of proper jurisdiction.

That the circuit, county, and juvenile courts be given original and exclusive jurisdiction in all cases coming within the act entitled, "An act to regulate the treatment and control of dependent, neglected, and delinquent children."

*The dependent child in institutions.*

A survey of institutions for dependent children to be made by the department of public welfare in 1921.

Encouragement of placing in the family home the normal dependent child and discouragement of further multiplying of institutions for the care of the dependent child.

That the program for the care of the normal dependent child in institutions be educational and not custodial.

More rigid enforcement of registration, certifying, and licensing regulations and laws referring to all institutions, organizations, and "homes"; sufficient appropriation to carry out provisions of law.

More thorough supervision of training schools for boys and industrial schools for girls and of all institutions and associations for dependent children, and the adoption of minimum standards.

The license or certificate to be issued to institutions to have printed upon it the essential requirements for such license and the section of law giving penalties for violation.

Conferences to be arranged at specified intervals by the department of public welfare with representatives of all child-caring agencies.

Standards for care of children in institutions, as part of a state-wide program for child welfare.

Development of the Soldiers' Orphans' Home at Normal as a clearing house for dependent children and as a standard institution by which others may be measured.

Detailed recommendations for developing standards in the Soldiers' Orphans' Home at Normal.

*The dependent child in families.*

Amendments of existing laws and enactment of additional laws to enable the department of public welfare to license and supervise—

(a) Unincorporated organizations caring for or placing children.

(b) Incorporated organizations not receiving support from public-tax funds and not receiving children upon juvenile-court commitment.

(c) Individuals who may care for or place children in foster homes.

(d) Institutions or agencies that may receive children upon juvenile-court commitment, but do not receive public funds, and who place children in foster homes.

Recommendations for a division of child welfare within the department of public welfare, with a subsection having the supervision of the State's program of child placing and supervision, with standards for such service.

Recommendations for standards of service to be adopted and followed by all agencies placing out children.

*Family relief.*

Amendments to the pauper law, the mothers' pension law, and all other laws relating to relief and pensions; to provide for State supervision of mothers' pensions and outdoor relief; State aid to counties complying with certain regulations; and the placing of the administration of all relief and pensions in the hands of one county official.

Amendment to the mothers' pension law to leave the amount to the discretion of the court and to increase the tax.

Six inspectors of the department of public welfare to supervise the work.

*Child labor.*

National indorsement of the minimum standards adopted at the Children's Bureau conference, and recommendations for adoption of an amendment to the United States Constitution making possible direct legislation in this field.

Legislation recommended for Illinois:

- (a) That the minimum age for employment of children and the educational standard be raised to 15 years and completion of sixth grade in 1921, and 16 years and completion of seventh grade in 1922.
- (b) That a child must be of "sound health and normal physical development" as well as (present law) "physically fit for the work at which he is to be employed" before he can receive a work permit.
- (c) That the age period for special protection against long hours, accident, disease, etc., be made 15-17 in 1921 and 16-18 in 1922.
- (d) That compulsory school attendance and certificating laws be enforced according to the special recommendations of the subcommittee.
- (e) That an expert on child labor shall be appointed in the office of the factory inspector.
- (f) That a state-wide and State-enforced law regulating street trades, and enforced according to the recommendation of the subcommittee, be passed.

Investigations: That special investigations be made by the Illinois Department of Labor of—

- (a) Employment of children in agriculture.
- (b) Home work.

*Illegitimacy.*

An amendment to the bastardy law which shall omit the words "in open court" (referring to the testimony of the father) in the new provision of the bastardy law as amended in 1919.

That Illinois await action of the National Conference of Commissioners on Uniform State Laws, which is at work on the draft of a new law, before making recommendations for further legislation.

*Medical aspects of child care.*

More adequate enforcement of the law for birth registration.

Special encouragement of the use of silver nitrate in the eyes of the newborn infants.

The educational supervision of midwives to be promoted by the State, in addition to the present law requiring their licensing.

Adoption of the minimum standard of the Children's Bureau for the care and protection of maternity, infancy, and the child of preschool age.

Legislation to establish a special commission with adequate appropriation, to investigate the causes of maternal and infant mortality in the State.

Licensing and supervision of medical institutions, traveling clinics, etc.

Indorsement of bill prepared by State department of health providing for full-time county health officers in counties and in cities of 25,000 and over.

Supervision of all health centers and of public-health nursing, with adequate appropriation and personnel.

Mandatory legislation for medical inspection of all children in public and private schools.

Adoption of the minimum standards of the Children's Bureau for the care of the child of school age.

A system of medical care and remedial treatment for all children in State institutions and private institutions and associations licensed and certified by the State.

Cooperation of the State departments of public health and welfare and of the State University in the adoption of health programs for children.

*Feeble-minded.*

Segregation of the defective delinquent in a separate institution.

Amendment to the law for the commitment and permanent segregation of the feeble-minded to regulate the discharge and parole (other than habeas corpus).

An appropriation for research into the nature and treatment of mental disorders and deficiencies.

Legislation providing for identification, registration, instruction, supervision, and segregation of the feeble-minded.

*Colored children.*

The development of resources favorable to the normal growth and activities of colored children; the enforcement of standards set up by the subcommittee on standards on behalf of the colored child who is in institutions now existing; the right of colored children to enjoy the same resources for education and nurture as other wards of the State.

*Standards for licensing and supervision.*

Children's homes and orphanages.

Day nurseries.

Maternity homes.

Children's hospitals.

The report of the general committee was signed by 44 members. It closed with a recommendation for legislation to provide for a children's code commission:

There is a general, nation-wide movement to-day to coordinate and harmonize the laws touching the lives and welfare of children from the social rather than

purely legal or business point of view. \* \* \* A children's code is the embodying of the laws relating to children in simple, workable form. It means the revision of the present statutes, which are inconsistent or in conflict, the repealing of obsolete or undesirable provisions, and the recommendations for new legislation incidental to these purposes. Laws of health, education, labor control, recreation, relief, institutional care and correction really form one general program for work. If a child is to enjoy the fullest measure of care, the interrelation of the laws and their wise administration must be recognized. The children's code commission would be expected to make suggestions of further legislation embodying a well-defined policy which should represent the best thought and experience on child problems.

## LIST OF STATE COMMISSIONS FOR THE STUDY AND REVISION OF CHILD-WELFARE LAWS.<sup>1</sup>

### Connecticut.

Child-Welfare Commission, 1919.

Chairman, William P. Ladd, Dean, Berkeley Divinity School, Middletown.  
Executive secretary, Henry P. Fairchild.

### Delaware.

Children's Code Commission, 1918.

Reconstruction Commission of the State of Delaware (Wilmington), 1919  
Director, Mrs. Ina J. N. Perkins.

Commission to Suggest a Revision of the Existing Laws of the State Relating  
to Minor Children, 1923.<sup>2, 3</sup>

### District of Columbia.

Public Welfare Commission, 1921.<sup>2</sup>

Chairman, Hon. Frederick L. Siddons, Associate Justice, Supreme Court of  
the District of Columbia.

Secretary, Frank F. Nesbit, Wilkins Building, Washington.

### Florida.

Children's Code Commission, 1923.<sup>3, 4</sup>

### Georgia.

Children's Code Commission, 1922. (Continuing).<sup>5</sup>

Chairman, Mrs. Alonzo Richardson, 682 West Peachtree Street, Atlanta.

Executive secretary, Burr Blackburn, 614 North Forsyth Street, Atlanta.

### Indiana.

Commission on Child Welfare and Social Insurance, 1919.

Chairman of subcommission on child welfare: Mrs. Albion Fellows Bacon,  
Evansville.

Executive secretary, Mrs. Edna Hatfield Edmondson, extension division,  
Indiana University, Bloomington.

### Iowa.

Child-Welfare Commission, 1923.

Chairman, J. B. Weaver, Iowa National Bank Building, Des Moines.

Secretary, Mrs. Francis E. Whitley, Webster City.

### Kansas.

Children's Code Committee, 1918.

Chairman, Dr. Lydia Allen De Vilbiss.

Children's Code Commission, 1920, 1922.

Chairman, Judge Ralph H. Gaw, Topeka.

Secretary, 1920, Dr. Florence Brown Sherbon, University of Kansas,  
Lawrence.

Secretary, 1922, Mrs. Henrietta Mayfield.

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<sup>1</sup> Addresses not given when persons are no longer in the State.

<sup>2</sup> Active in 1923-24.

<sup>3</sup> Members not appointed at date of writing (September 10, 1923).

**Kentucky.**

Children's Code Commission, 1920.

Chairman, Frances Ingram.

Child-Welfare Commission, 1922 (continuing).<sup>4</sup>

Chairman, Frances Ingram, 428 South First Street, Louisville.

**Maryland.**

Children's Code Commission, 1922, 1923.

Chairman, Judge Carroll T. Bond.

Secretary, 1922, George L. Jones, 130 South Calvert Street, Baltimore.

Commission on Laws of Minors, 1922.<sup>4</sup>

Chairman, Judge Carroll T. Bond, Courthouse, Baltimore.

**Michigan.**

Child-Welfare Commission, 1917.

Secretary, Fred M. Butzel, 1012 Union Trust Building, Detroit.

**Minnesota.**

Child-Welfare Commission, 1916.

Chairman, Judge Edward F. Waite, Courthouse, Minneapolis.

Executive secretary, William Hodson, 1016 Security Building, Minneapolis.

**Missouri.**

Children's Code Commission, 1915, 1917, 1919.

Chairman, Judge Rhodes E. Cave, St. Louis.

Secretary, 1915, 1917, Mrs. Lucille B. Lowenstein.

Secretary, 1919, Mrs. Harriet M. Robertson, State Board of Charities, Jefferson City.

**Montana.**

Committee to Standardize Children's Laws, 1917.

**Nebraska.**

Children's Code Commission, 1919.

Chairman, Howard Kennedy, Omaha.

Executive secretary, C. E. Prevey, Lincoln.

**New Hampshire.**

Children's Commission, 1913.

Chairman, Mrs. Lilian C. Streeter, Concord.

**New York.**

New York State Commission to Examine Laws Relating to Child Welfare, 1920.  
(Annual appropriations, 1920, 1921, 1922, 1923.)<sup>4</sup>

Chairman, Salvatore A. Cotillo, 231 East Fourteenth Street, New York.

Executive secretary, George A. Hall, 137 East Twenty-second Street, New York.

**North Dakota.**

Children's Code Commission, 1921.

Chairman, C. L. Young, City National Bank Building, Bismarck.

**Ohio.**

Commission to Codify and Revise the Laws of Ohio Relative to Children, 1911.

**Oklahoma.**

Children's Code Commission, 1919.

Secretary, Henry Snyder, 608 Terminal Building, Oklahoma City.

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<sup>4</sup> Active in 1923-24.



**Oregon.**

Child-Welfare Commission, 1913, 1915.

Chairman, Mrs. Robt. H. Tate, 181 East Fourteenth Street, Portland.

Child-Welfare Commission, 1917 (acting as a committee appointed by the State Board of Control).

Chairman, George Rebec, University of Oregon, Eugene.

Child-Welfare Revision Committee, 1919.

Chairman, Wm. L. Brewster, Gasco Building, Portland.

**Pennsylvania.**

Pennsylvania Commission to Suggest Revisions and Amendments to the Statutes Which Relate to Children, 1923.<sup>4, 5</sup>

Chairman, Charles Edward Fox, Flanders Building, Philadelphia.

Secretary, J. Prentice Murphy, Executive Secretary, Children's Bureau of Philadelphia, 1432 Pine Street, Philadelphia.

**South Carolina.**

Child-Welfare Commission, 1919.

Chairman, Walter B. Wilbur, Charleston.

Secretary, G. Croft Williams, Columbia.

**South Dakota.**

Child-Welfare Commission, 1919.

Chairman, Fred L. Shaw, Department of Public Instruction, Pierre.

Secretary, Mrs. H. R. Kenaston, Bonesteel.

Child-Welfare Commission, 1923.<sup>5</sup>

Chairman, Judge Lewis Larson, Sioux Falls.

Secretary, Mrs. Franklin D. Smith, Deadwood.

**Tennessee.**

Child-Welfare Commission, 1920.

Secretary, C. C. Menzler, Tennessee Industrial School, Nashville.

**Texas.**

Child-Welfare Commission, 1919.

Chairman, Mrs. E. A. Watters, Fort Worth.

Secretary, Mrs. Stanley Boykin, 1709 South Adams Street, Fort Worth.

**Utah.**

State Welfare Commission, 1921 (continued), 1923.<sup>5</sup>

Chairman, Milton Bennion, University of Utah, Salt Lake City.

Executive secretary, Judge Hugo B. Anderson, 1021 Kearns Building, Salt Lake City.

**Virginia.**

Children's Code Commission, 1921.

Chairman, Judge James Hoge Ricks, Juvenile and Domestic Relations Court, Richmond.

Secretary, C. H. Morrissett, State Legislative Reference Library, Richmond.

**West Virginia.**

Child-Welfare Commission, 1921.

Chairman, L. J. Forman, Petersburg.

Executive secretary, Hettie L. Hazlett.

**Wisconsin.**

Child-Welfare Committee, 1918.

Chairman, J. L. Nash, Revisor of Statutes, State Capitol, Madison.

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<sup>5</sup> Active in 1923-24.

## REPORTS AND ARTICLES RELATING TO WORK OF COMMISSIONS.

### COMMISSION REPORTS.

#### Connecticut.

Report of the Commission on Child Welfare to the Governor. Hartford, 1921.

Volume 1. Legislation recommended. Volume 2. Reports of special studies: The placing-out of dependent and neglected children in Connecticut. The legal handling of juvenile offenders in Connecticut. The institutional care of children in Connecticut, handicapped children in school and court, life histories of young men in Connecticut's reformatory.

#### Delaware.

Child-welfare recommendations of the Reconstruction Commission of Delaware, December, 1920, in *The Chance of a Delaware Child*, prepared by Mrs. Ina J. N. Perkins, director of child welfare, p. 41 ff.

#### Georgia.

First Annual Report of the Georgia Children's Code Commission to the Governor and General Assembly. Mrs. Alonzo Richardson, chairman. Atlanta.

#### Indiana.

Child-Welfare Legislation. Work of the Indiana subcommission on child welfare of the Commission on Child Welfare and Social Insurance. *Bulletin of the Extension Division, Indiana University*. Vol. VII, No. 1. September, 1921. Bloomington.

#### Kansas.

Bulletin of the Kansas State Board of Health, February, 1920. The Kansas Women's Committee on Child Welfare. Topeka.

Report of the Kansas Children's Code Commission, January, 1921. Proposed Child-Welfare Legislation. Dr. Florence Brown Sherbon, Secretary. State House, Topeka.

Proposed Child-Welfare Legislation. Preliminary Report of the Kansas Children's Code Commission. May, 1922. State House, Topeka.

Report of the Kansas Children's Code Commission, "Laying the Foundation for the Rising Generation." December, 1922. Topeka.

#### Kentucky.

Outline of Legislation Recommended for Enactment in 1922. Submitted to the governor and general assembly of Kentucky, by the Kentucky Children's Code Commission.

Report of the Kentucky Children's Code Commission Covering Child-Welfare Legislation Prior to and Through the Legislative Session of 1922. Louisville.

#### Maryland.

Report of Children's Code Commission to the Governor. January, 1922. (Typed.)

#### Minnesota.

Report of the Child-Welfare Commission. With bills recommended and synopsis of all changes from present law. 1917. Office of the commission, State capitol, St. Paul.

**Hodson, William W.** For the children of Minnesota. The Survey, Vol. 38 (May 12, 1917), p. 147.

———. Securing a children's code for Minnesota. Proceedings of the Wisconsin State Conference of Social Work, 1918, pp. 44-54.

———. The Minnesota Child-Welfare Commission. Standards of Child Welfare. A report of the Children's Bureau Conference, May and June, 1919, pp. 420-427. Conference Series No. 1. U. S. Children's Bureau Publication No. 60. Washington, 1919.

### **Missouri.**

Children's Code Commission; a complete revision of the laws for the welfare of Missouri children. Second edition, with additional bills, January, 1917. Jefferson City (1917).

———. References to Missouri Statutes Relating to Children. An annotated and classified reference list of all statutes and constitutional provisions in Missouri relating to children. Supplement to the Report of the Missouri Children's Code Commission, January, 1917.

———. Report of the Missouri Children's Code Commission; a complete revision of the laws for the welfare of Missouri children. Jefferson City, 1918.

**Mangold, George B.** Committee report. The Children's Code. Monthly Bulletin (Missouri) State Board of Charities and Corrections, Vol. 3 (May, 1917), pp. 19-22.

**Lowenstein, Lucille B.** Report of Committee on Children. Monthly Bulletin, (Missouri) State Board of Charities and Corrections, Vol. 9 (June, 1918), pp. 37-40.

———. Lobbying for an ideal at Jefferson City. The American Child, Vol. 1 (August, 1919), pp. 119-122.

A New Children's Code Proposed. The Survey, Vol. 41 (Dec. 28, 1918), pp. 406-407.

Children's Code Bills Proposed to the Fifty-first General Assembly by the Children's Code Commissions. Monthly Bulletin, State Board of Charities and Corrections, Jefferson City. December, 1920.

Children's Code Bills Passed by the Fifty-first General Assembly. Monthly Bulletin, State Board of Charities and Corrections, Jefferson City, March, 1921.

### **Nebraska.**

Report of the Nebraska Children's Code Commission, 1920. Department of Public Welfare, State capitol, Lincoln.

### **New Hampshire.**

Report of the Children's Commission to the Governor and Legislature, January, 1915. Concord, 1914.

**Streeter, Lillian Carpenter.** The Relation of Mental Defect to the Neglected, Dependent, and Delinquent Children of New Hampshire. National Conference of Charities and Corrections, Proceedings, 1915, pp. 340-352.

### **New York.**

Preliminary Report and Second Report of the New York State Commission to Examine Laws Relating to Child Welfare. March 14, 1922; April 30, 1923.

**Hall, George A.** The Children's Code Commission. Fifteenth Annual Report of the New York State Probation Commission for the year 1921, pp. 107-111. Albany, 1922.

Report to the Legislature of the State of New York by the New York State Commission to Examine Laws Relating to Child Welfare, 1923. (In manuscript. When published the report will include a manual of laws.)

**North Dakota.**

Report of the North Dakota Children's Code Commission to the Legislative Assembly. 1922.

**Ohio.**

Report of the Commission to Codify and Revise the Laws of Ohio Relative to Children. (Columbus, 1912 (?).)

———. Republished in The Ohio Bulletin of Charities and Corrections, January, 1913. Ohio Board of State Charities, Columbus.

**Oregon.**

Oregon Child-Welfare Commission, First Biennial Report, 1915, to the Governor and the Legislative Assembly, 1915.

Oregon's Duty to the Children. Second biennial report of the Child-Welfare Commission, 1917. Salem, 1917.

Child-Welfare Work in Oregon. A Study of Public and Private Agencies and Institutions for the Care of Dependent, Delinquent, and Defective Children. By W. H. Slingerland, for the Oregon Child-Welfare Commission. July Bulletin. Extension Division, University of Oregon. Salem, 1918.

**South Dakota.**

First Biennial Report of the South Dakota Child-Welfare Commission, 1919-1920. Issued by the Child-Welfare Commission, State capitol, Pierre.

Bulletin of the State Child-Welfare Commission of South Dakota, 1923. Pierre, South Dakota.

**Utah.**

Report of the State Welfare Commission of the State of Utah, Salt Lake City, 1921-22.

**West Virginia.**

Outline of the Recommendations to the Legislature, West Virginia State Child-Welfare Commission. 1922.

Report of the West Virginia State Child-Welfare Commission. Recommendations to be submitted to the 1923 session of the legislature to promote the welfare of the children of West Virginia. State capitol, Charleston, 1922.

**REPORTS OF SPECIAL COMMITTEES.****Alabama.**

A Study of Alabama Laws Affecting Children and Suggestions for Legislation. (A study made by the National Child-Labor Committee for the special committee of the Alabama Child-Welfare Commission.) "Alabama Childhood," Official Bulletin of the State Child-Welfare Department of Alabama. June, 1922.

**Colorado.**

Report of Governor Shoup's Committee on Child-Welfare Legislation for Colorado. To which is added the full text of the 13 bills recommended, with notes, explanations, and answers to objections. Denver, 1921.

Report of Governor Shoup's Committee on Child-Welfare Legislation for Colorado. Denver, 1922.

**Illinois.**

Report of the Department of Public Welfare, Children's Committee. Published by the Illinois Department of Public Welfare. December, 1920.

**GENERAL ARTICLES.**

American Child, The. (Published by the National Child Labor Committee.) Children's codes. Vol. 2, No. 1 (May, 1920), pp. 39-57.

———. New legislation. Vol. 3, No. 1 (May, 1921), pp. 15-16.

- American Child, The. Children's code legislation in Nebraska. Vol. 3, No. 2 (August, 1921). pp. 110-111.
- . Legislation. Vol. 3, No. 3 (Nov., 1921), pp. 219-222.
- . Notes on children's code commissions now at work (compiled Feb. 1, 1921). Vol. 2, No. 4 (February, 1921), pp. 307-309.
- Baldwin, Roger N.: A State children's code and its enforcement. The Survey, Vol. 37 (Dec. 30, 1916), pp. 356-357.
- . How shall we frame a consistent public policy for children? Proceedings of the National Conference of Charities and Correction, 1914, pp. 189-194.
- Carstens, C. C.: The development of State programs for child welfare. Proceedings of the National Conference of Social Work, 1917, pp. 307-315.
- . Children's codes for the various States. The Child Labor Bulletin, Vol. VI (May, 1917), pp. 15-22.
- . The Method of Procedure. Standards of Child Welfare. A report of the Children's Bureau Conferences, May and June, 1919, pp. 416-419. Conference series No. 1, U. S. Children's Bureau Publication No. 60. Washington, 1919.
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- . Children's code movement growing. Vol. 7, No. 4 (February, 1919), pp. 237-238.
- . State programs for legislation. E. N. Clopper. Vol. 7, No. 4 (February, 1919), pp. 263-281.
- Clopper, E. N.: A children's charter. Proceedings of the National Conference of Charities and Correction, 1915, pp. 106-111.
- . The development of the children's code. Annals of the American Academy of Political and Social Science, Vol. 98, No. 187, Nov., 1921, pp. 154-159.
- Conference on Child-Welfare Legislation, May 19 and 22, 1923, Washington, D. C. Report of Proceedings (in manuscript at date of writing). William Hodson, Chief, Division of Child-Welfare Legislation, Department of Child Helping, Russell Sage Foundation. 1016 Security Building, Minneapolis, Minn.
- Haynes, F. E.: Progress and problems of children's code making. Proceedings of the Iowa State Conference of Social Work, 1917, pp. 78-85.
- Lathrop, Julia C.: Uniform legislation. Proceedings of the National Conference of Charities and Correction, 1915, pp. 111-114.

## OUTLINE FOR INDEX OF EXISTING LEGISLATION AFFECTING CHILD WELFARE.

The following outline was prepared by the Children's Bureau for use in indexing the laws for the various States and is presented here because it has been found by a number of State commissions to be of service in analyzing their laws.

This outline is merely a list of topics which have been found to be actually covered by the existing laws of a number of States. In certain cases two distinct though related subjects are connected in the laws as they now stand upon the statute books, as, for example, in the case of laws relating to dependent and to delinquent children (see "H"), and this connection has been preserved in the index outline wherever necessary to avoid a large amount of duplication in the references. The outline is not based upon any logical or ideal analysis of child-welfare laws, nor does it contain a model list of topics which should be covered by legislation.

### (A) PARENT AND CHILD:

#### 1. DUTIES AND LIABILITIES OF PARENTS—

Abandonment—Neglect—Nonsupport.

Abuse and cruelty.

Acts committed by child, parental liability for (liability for torts of child, etc.).

Care and support, duty to provide—

Duty of father to provide; when duty of mother.

(In cases of divorce or separation, *see* "A-3, Divorce.")

(For illegitimate children, *see* "A-5.")

Maintenance, allowance for, out of child's estate.

Protection (of child from injury; justifiable homicide, etc.)

Miscellaneous.

#### 2. RIGHTS OF PARENT AND CHILD—

Actions (for injury to person of child, etc.).

Custody and control of child's person and property. (*See also* "A-3, Divorce.")

Legal settlement of children. (*See also* "H-6, Poor relief.")

Parental rights, termination of—Emancipation, etc.

Services and earnings.

Support of parent by child. (*See also* "H-6, Poor relief.")

Miscellaneous.

#### 3. MARRIAGE AND DIVORCE—

Divorce—

Grounds for, etc.

Custody and support of children.

Effect on legitimacy of children, etc.

**(A) PARENT AND CHILD—Continued.**

**3. MARRIAGE AND DIVORCE—Continued.**

**Marriage—**

Age of consent to marriage, consent of parents, guardians, etc.

Marriage of feeble-minded, epileptic, insane, etc.

Void and voidable marriages, what constitutes; effect of on legitimacy of children. (For annulment of marriage, *see* "A-3, Divorce.")

Miscellaneous (licenses, etc.).

**4. ADOPTION—**

Who may adopt; who may be adopted.

Consent of parent, guardian, etc.

Court jurisdiction, procedure, records, etc.

Effect of adoption—

Change of name of child.

Liabilities of adopting person.

Inheritance and property rights of adopted child and others.

Abrogation of adoption.

Advertising, etc., for adoption; penalty.

State control over adoption.

(For adoption through and from institutions, *see* "H-4"; from boarding homes for infants, *see* "D-3" and *see also* "H-3," "H-5," and "G.")

**5. ILLEGITIMACY—**

Illegitimate children, who are. (*See also* "A-3.")

Responsibility of father; of mother.

Illegitimacy proceedings—

Disclosure of father.

Complaint, warrant, arrest.

Bond for support, etc.

Methods of legitimation—

Acknowledgment by father.

Subsequent intermarriage of parents, etc.

Inheritance and property rights and disabilities of parent and child.

**6. MISCELLANEOUS.**

**(B) GUARDIAN AND WARD:**

Appointment and kind of guardian—

"Joint guardianship."

Testamentary guardianship, right of father, and of mother to appoint.

Miscellaneous.

Duties, powers, and responsibilities of guardian.

Rights and liabilities of the ward.

Termination of guardianship, etc.

State guardianship; guardianship of institutions and agencies, etc.

(For this subject, *see* "G," "H-3," "H-4," and "I-1.")

**(C) OFFENSES AGAINST THE CHILD:**

**1. SPECIFIC OFFENSES—**

Abandonment and neglect. (For same by parents, *see* A-1.")

Abduction—Kidnapping—Child stealing.

Abortion and prevention of conception.

**(C) OFFENSES AGAINST THE CHILD—Continued.****1. SPECIFIC OFFENSES—Continued.**

Abuse and cruelty. (For same by parents, *see* "A-1.")

Admittance to dance halls, saloons, etc.

Age of consent. (For this subject, *see* "Sexual crimes," hereunder.)

Begging.

Contributing to dependency and delinquency of child. (*See also* "H-1, Adult responsibility for delinquency and dependency," and "H-3.")

Corrupting and depraving morals. For this subject *see* "Endangering life, morals, etc.," hereunder.)

Cruelty, societies for prevention of. (For this subject, *see* "Abuse and cruelty," hereunder, and also "C-2.")

Disposing of child for unlawful purposes. (For this subject, *see* "Endangering life, morals, etc.," hereunder.)

Endangering life, morals, health, or limb. (*See also* "F-1, Child labor laws.")

Fœticide. (For this subject, *see* "Abortion, etc.," hereunder.)

Gaming.

Indecencies with children.

Infanticide.

Medicines and poisons, distribution of.

Misdemeanor (definition and general penalty for.)

Obscenity (literature, plays, pictures, etc.) (For this subject, *see* "Endangering life, morals, etc.," hereunder.)

Prostitution, procuring girls for, etc.

Receiving goods from minor unlawfully.

Sales, gifts, etc., unlawful (cigarettes, weapons, liquor, etc.)

Sexual crimes (age of consent, etc.)

Substitution of children.

Trials, indecent, etc. (exclusion of child, and of public when child testifies.)

Miscellaneous—

Pregnant women, suspension of execution.

Blindness of infants, failure to report. (For this subject, *see* "D-2.")

Concealment of birth. (*See also* "A-5" and "D-5, Births, concealment of.")

Unlawful employment of child. (For this subject, *see* "F-1.")

**2. ENFORCEMENT AND ENFORCING AGENCIES.****(D) HEALTH AND SANITATION:****1. ADMINISTRATIVE AND ENFORCING AGENCIES.**

(Boards of health—Health officers—Miscellaneous.)

**2. BLINDNESS OF INFANTS, PREVENTION OF—OPHTHALMIA NEONATORUM.****3. HOSPITALS FOR CHILDREN (for defectives, *see* "I-1")—**

Boarding homes for infants.

Children's hospitals.

County and municipal hospitals (provisions for children in, and also where indigents are specified.)



(D) HEALTH AND SANITATION—Continued.

3. HOSPITALS FOR CHILDREN—Continued.

Maternity hospitals.

Tuberculosis hospitals. (Provisions for children are specified.

For schools for tubercular children, *see* "I-1, Diseased, general provisions for.")

Other hospitals, provisions for children in.

Miscellaneous.

4. MIDWIVES—

Registration of.

Regulations for practice of profession; licensing, etc.

Duty to report cases of infected eyes. (For this subject, *see* "D-2.")

Duties relative to reporting births. (For this subject, *see* "D-5, Births and deaths, registration of.")

5. VITAL STATISTICS (birth registration, etc.)—

Births and deaths, registration of—

State and local authorities (registrars, etc.), charged with collecting and recording vital statistics; enforcement.

Duty of midwives, physicians, householders, etc., to report births.

Certificate of birth, contents; illegitimacy, stillbirths, infantile blindness, etc., reportable. (*See also* "D-2" and "D-4.")

Births, concealment of. (*See also* "A-5" and "C-1, Miscellaneous.")

Miscellaneous.

6. MISCELLANEOUS HEALTH LAWS—

Adulteration of candy. (Provisions are given where children are specified.)

Antitoxins, etc., free to indigent.

Communicable diseases, where children are specified.

Divisions of child hygiene, establishment of. (*See also* "D-1.")

Milk regulations.

Public health or visiting nurses.

Vaccination of pupils, etc.

Venereal diseases.

(For alcoholics and narcotics, teaching effect of, *see* "E-3"; medical and dental examination of pupils, *see* "E-3"; health and sanitation in schoolhouses, etc., *see* "E-3"; health and sanitation in institutions, *see* "H-4" and "I-1.")

7. RECREATION—

Civic and social centers (use of schoolhouses, public buildings, etc., for.)

Dance halls, theaters, etc., regulation of. (For admittance to, of minors, *see also* "C-1.")

Playgrounds and recreation centers.

Public baths.

Miscellaneous.

**(E) EDUCATION LAWS:****1. ADMINISTRATIVE SUPERVISION AND CONTROL (indexed briefly)—**

Boards of education, school officers, etc.

School meetings.

Administrative units: Districts, consolidation of districts, etc.

**2. FINANCES AND SUPPORT—GROUNDS AND BUILDINGS.**(These laws are not included. For sanitation of schoolhouses, etc., *see* "E-3.")**3. MISCELLANEOUS PROVISIONS AND REGULATIONS—**

Age of children entitled to educational facilities; other requirements.

Arbor day and other holiday provisions.

Alcoholics and narcotics, teaching effect of.

Colored children, separate provisions for.

Exclusion and expulsion of pupils.

Fire drills; fire escapes.

Health provisions and sanitation in schoolhouses.

Liquor traffic; sale of intoxicants within certain distance from schools.

Medical and dental examination of pupils.

School discipline.

Subjects taught.

Subnormal children, special provisions for.

Teachers, special qualifications of; attendance at institutes.

Textbooks, free.

Term, length of.

Transportation of pupils.

(For compulsory school attendance, school census, and truant and parental schools, *see* "F-2"; civic and social centers and playgrounds, *see* "D-7"; school children, special aid to, *see* "H-6"; schools for tubercular children, *see* "I-1. Diseased, general provisions for"; vaccination of pupils, *see* "D-6.")**4. SPECIAL SCHOOLS—**

Agricultural schools.

Continuation schools.

Domestic science. (*See also* "Vocational, trade, and industrial schools," hereunder.)

Evening schools.

Kindergartens.

Manual training. (*See also* "Vocational, trade, and industrial schools," hereunder.)Trade and industrial schools. (*See also* "Vocational, trade, and industrial schools," hereunder.)

Vocational, trade, and industrial schools.

Miscellaneous.

**(F) CHILD-LABOR LEGISLATION (indexed briefly):****1. CHILD-LABOR LAWS—**

Minimum age (specifying occupations).

Employment certificates and records.

Hours of labor (specifying occupations).

**(F) CHILD-LABOR LEGISLATION—Continued.****1. CHILD-LABOR LAWS—Continued.**

Street trades.

Public exhibitions.

Enforcement.

Violations and penalties.

**2. COMPULSORY SCHOOL ATTENDANCE—**

Ages between which attendance is compulsory.

Attendance required.

Attendance of working children (day, evening, and continuation schools included).

Enforcement; attendance and truant officers, etc.

School census.

Violations and penalties.

Truant and parental schools. (*See also* "H-4.")(For employment during school hours, etc., *see* "F-1.")(For compulsory school attendance of defectives, *see* "I-1.")**3. APPRENTICESHIP—**

Who may bind children as apprentices.

Terms of indenture (including schooling while employed, etc.).

Duties of parent, guardian, master, and apprentice.

Penalties for violation; master, apprentice.

Apprenticing by institutions; by overseers of the poor. (For this subject, *see* "H-4"; "H-6, Almshouses, children in"; and "H-6, Poor relief.")**4. WORKMEN'S COMPENSATION—EMPLOYER'S LIABILITY.**

(All provisions in which minors are specified: minor employed, illegally employed, etc.)

**5. MISCELLANEOUS.**

(In indexing preference is given to title "F-1.")

**6. EMPLOYMENT AGENCIES.**

(Provisions for children are specified.)

**7. EMPLOYMENT OF WOMEN (*see also* "F-1")—**

Before and after childbirth.

Hours of labor.

Minimum wage.

Seats, etc., provisions for.

**(G) STATE, COUNTY, AND MUNICIPAL CARE OF CHILDREN; GENERAL PROVISIONS FOR ADMINISTRATION, SUPERVISION, AND MAINTENANCE:****1. STATE BOARDS OR DEPARTMENTS (names of boards, etc., specified, and each treated separately)—**

Creation and organization.

Jurisdiction, powers, and duties—

Children under direct control of. (*See also* "H-5.")

State and other institutions and agencies under control and jurisdiction of.

**(G) STATE, COUNTY, AND MUNICIPAL CARE OF CHILDREN, ETC.—**

Continued.

**1. STATE BOARDS OR DEPARTMENTS—Continued.**

Miscellaneous—

Charitable institutions, exemption of, from taxation

Constitutional provisions.

Provisions for creating, etc., funds for maintenance.

**2. COUNTY AND MUNICIPAL BOARDS OR AGENCIES.****(H) DELINQUENT, DEPENDENT, AND NEGLECTED CHILDREN** (*see also "G"*):**1. GENERAL—**Acts which render child delinquent (certain specific acts, smoking cigarettes, carrying weapons, etc.). (*See also "H-2."*)Adult responsibility for delinquency and dependency. (*See also "H-3."*)

Capacity to commit crime.

Delinquent and dependent, bringing into State.

Dependent and neglected, commitment and care of—

Court having jurisdiction, etc.

Certain provisions apart from juvenile court and institutional laws, which do not properly fall under subjects given below.

Miscellaneous.

**2. TREATMENT OF DELINQUENT MINORS APART FROM JUVENILE COURT AND INSTITUTIONAL LAWS** (*see also "H-1"*)—

Court having jurisdiction.

Provisions for treatment of minors—

Above juvenile-court age (generally between 16 and 21).

In States having no juvenile-court law.

**3. JUVENILE COURTS—**

Creation, designation, and organization of court; appointment, term, and qualifications of judge, etc.

Jurisdiction—

Children of certain ages; delinquent and dependent as defined.

Of parents, guardians, etc.; of contributory delinquency and dependency, etc.

Extent of jurisdiction in general.

Probation officers—

Appointment, duties and powers, compensation, etc.

Referees, etc., appointment and duties of.

Procedure—

Petition; summons; trial, how conducted, etc.; appeal, etc.

Release pending hearing; recognizance, detention homes, etc.

Final disposition of child—

Placing under probation—leaving child in own home, placing in a family home, etc., or committing to detention home, etc.

Commitment to an institution; powers and duties of institution to which committed.

Advisory board, appointment, organization, and duties of, etc.

Disqualification of child.

Contributory delinquency and dependency.

**(H) DELINQUENT, DEPENDENT, AND NEGLECTED CHILDREN—Con.**

**3. JUVENILE COURTS—Continued.**

Miscellaneous—

Civil liability of child; medical care of child during proceedings, etc.

**4. INSTITUTIONS FOR DELINQUENTS AND DEPENDENTS—**

*(Name and kind of institution—State, county, municipal, semi-public, or private—are specified, and each is treated separately.)*

**Institutions for delinquents (State)—**

Establishment, organization, management, and maintenance.

Supervision and inspection by State board, etc. *(See also "G.")*

Health and sanitation—Regulations and inspection.

Object and jurisdiction of institution—

Age limitations.

Classes of children committed and received.

Courts or judges committing—

Procedure.

Term of commitment.

Jurisdiction and supervision after commitment.

Examination on entering institution; provisions for treatment.

Expenses and support, liability for (parent, county).

Treatment of inmates—

Exceptional offenders, special provisions for.

Defective children, transfer and removal of.

Correctional methods.

Education and training.

Employments in institutions.

Placing out and apprenticing of children.

Parole—Transfer—Discharge.

Miscellaneous.

*(County, municipal, semipublic, and private institutions are treated similarly; provisions for financing, State aid, etc., and for licensing of private institutions are specified.)*

**Institutions for dependents (State)—**

Establishment, organization, management, and maintenance.

Supervision and inspection by State board, etc. *(See also "G.")*

Health and sanitation—Regulations and inspection.

Admission—Commitment—

Procedure.

Classes of children received.

Age limitations; how long retained, etc.

Physical and mental examinations upon entrance.

Delinquent children, transfer and removal of.

Expenses and support of child; payment by county, by parent.

Education and training; employment in institution.

**(H) DELINQUENT, DEPENDENT, AND NEGLECTED CHILDREN—Con.****4. INSTITUTIONS FOR DELINQUENTS AND DEPENDENTS—Con.**

Institutions for dependents (State)—Continued.

Placing out—Apprenticing—Adoption.

Miscellaneous.

*(County, municipal, semipublic, and private institutions and agencies are treated similarly; provisions for financing, State aid, etc., and for licensing of private institutions and agencies are specified.)*

Institutions for delinquents and dependents—

(In indexing preference is given to the two preceding titles, unless the law clearly indicates that both classes are received in an institution. For subjects covered, see "Institutions for delinquents" and "Institutions for dependents," hereunder.)

Institutions in general—

(Certain constitutional and other provisions applying to institutions in general are specified.)

**5. PLACING OR BOARDING OUT OF CHILDREN (by State, county, or municipal boards)—**

Classes of children received.

Age limitations.

Authority of board over various classes.

Method of placing.

Placement agents, investigation, supervision, etc.

Provisions for temporary care.

**6. STATE, COUNTY, AND MUNICIPAL RELIEF, PENSIONS, ETC.—**

Alms-houses, children in.

Children born in institutions, disposition of.

Legal settlement of child. (For this subject, see "Poor relief," hereunder.)

Mothers' pensions.

Pensions, miscellaneous.

Poor relief.

School children, special aid to.

Soldiers' and sailors' dependents.

Support of family of inmate of penal or other institution.

Miscellaneous.

**(I) DEFECTIVE CHILDREN (see also "G"):****1. GENERAL PROVISIONS FOR DEFECTIVES—INSTITUTIONS FOR DEFECTIVES—**

*(Name and kind of institution—State, county, municipal, semi-public, or private—are specified, and each is treated separately.)*

Blind, general provisions for—

State commission for.

State aid to, within their homes.

Education of, in public schools.

Compulsory school attendance.

Books and readers for the blind, provisions for, by State.

Enumeration of, etc.

**(I) DEFECTIVE CHILDREN—Continued.****1. GENERAL PROVISIONS FOR DEFECTIVES—INSTITUTIONS FOR DEFECTIVES—Continued.****Blind, institutions for (State)—**

Establishment, organization, management, and maintenance.

Supervision and inspection by State board, etc. (*See also "G."*)

Health and sanitation—regulations and inspection.

**Admission or commitment—**

Procedure.

Age limitations.

Classes of children received.

Compulsory commitment, etc.

**Custodial powers.**

Expenses and support of child; payment by county, by parent.

Education and training; employment in institution.

Expulsion—Transfer—Parole—Discharge.

Supervision or aid after leaving institution.

Miscellaneous.

(*County, municipal, semipublic, and private institutions are treated similarly; provisions for financing, State aid, etc., and for licensing of private institutions are specified.*)

**Crippled and deformed, general provisions for—**

Education in public schools; State aid to, etc.

Compulsory school attendance.

**Crippled and deformed, institutions and hospitals for (State hospital; State university hospital, etc.)—**

Duties of hospital official.

Assignment of competent surgeon to case.

Who may receive treatment—indigent and other children.

Expenses and support of child; payment by city, county, parent.

**Miscellaneous.**

(For provisions for treatment and separate departments in institutions for dependents, *see* "II-4, Institutions for dependents.")

**Deaf and dumb, general provisions for—**

Education in public schools; State aid to, etc.

Compulsory school attendance.

**Deaf and dumb, institutions for—**

(For subjects covered, *see* "Blind, institutions for," hereunder.)

**Diseased, general provisions for—**

Education of tubercular children in open-air schools; State aid to, etc.

Miscellaneous.

**Diseased, institutions for.**

(For this subject, *see* "D-3.")

**Feeble-minded and epileptic, general provisions for—**

Commissions for studying treatment, needs, and care of.

Statistics relating to, etc.

Miscellaneous.

**(I) DEFECTIVE CHILDREN—Continued.****1. GENERAL PROVISIONS FOR DEFECTIVES—INSTITUTIONS FOR DEFECTIVES—Continued.**

Feeble-minded and epileptic, institutions for.

(For subjects covered, *see* "Blind, institutions for," hereunder.)

Insane, hospitals for—

General provisions for admittance.

Provisions for children.

Miscellaneous.

Institutions in general.

(Certain constitutional and other provisions applying to all institutions for defectives are specified; in indexing preference is given to "Institutions in general," under Title "H-4.")

Miscellaneous.

**2. PREVENTION OF TRANSMISSION OF DEFECT—**

Asexualization.

Miscellaneous.

(For marriage and divorce of feeble-minded, epileptic, etc., *see* "A-3;" for sexual crimes committed with defectives, *see* "C-1, Sexual crimes.")

**(J) MINOR'S CAPACITY OR INCAPACITY TO ACQUIRE RIGHTS AND TO INCUR LIABILITIES:****1. RIGHTS AND DISABILITIES IN GENERAL (MINOR'S CIVIL STATUS, ETC.)—**

Age of majority.

Capacity in which minor may act.

Capacity to appoint others to act.

Capacity to make a will.

Legal disability, what constitutes.

Legal disability, removal of.

Witnesses, minors as.

Miscellaneous.

**2. MISCELLANEOUS RIGHTS AND LIABILITIES—**

Actions. (For real actions, *see* "Real property," hereunder.)

Right of action, who has.

Capacity to sue and be sued; guardian ad litem, necessity and purpose of appointment, etc.

Procedure: Summons, how served, etc.

Effect of attaining majority during action.

Judgment; review of action, appeal, etc.

Limitation of actions.

Citizenship of minor.

Contracts.

Inheritance and testamentary rights. (For adopted and illegitimate children, *see* "A-4" and "A-5.")

Personal property.

Real property. (For care of property by guardian, *see* "B.")

Torts: Wrongs, liability for.

Miscellaneous.



## **CHILD-WELFARE STANDARDS AND RECOMMENDATIONS FOR UNIFORM LEGISLATION.**

### **National Conference of Commissioners on Uniform State Laws.**

Uniform State Laws in the United States, Fully Annotated, by Charles T. Terry. (Edited and published under the offices and for the purposes of the National Conference of Commissioners on Uniform State Laws.) Baker, Voorhis and Co., New York, 1920.

Includes:

Uniform Annulment of Marriage and Divorce Act, 1907, pp. 296-304.

Uniform Desertion and Non Support Act, 1910, pp. 357-362.

Uniform Child Labor Act, 1911, pp. 365-383.

Uniform Marriage and Marriage Licenses Act, 1911, pp. 390-400.

Uniform Marriage Evasion Act, 1912, p. 404.

Uniform vital statistics act: Draft of an act to provide for and make uniform the registration of all births, stillbirths, and deaths. Approved and recommended for enactment in all the States. Report of the Committee on Vital and Penal Statistics. Thirtieth Annual Meeting of the National Conference of Commissioners on Uniform State Laws, Handbook and Proceedings, 1920, pp. 266-286.

Uniform illegitimacy act. Drafted by the National Conference of Commissioners on Uniform State Laws, and by it approved and recommended for enactment in all the States, at its conference at San Francisco, Calif., August 2-8, 1922.

(The uniform acts are also published separately in pamphlet form and furnished upon application to the secretary, George G. Bogert, Dean, Cornell Law School, Ithaca, N. Y.)

Report of the Committee on Joint Parental Guardianship of Children to the Thirty-Third Annual Meeting of the National Conference of Commissioners of Uniform State Laws, Minneapolis, Minn., including second draft of a uniform act relating to joint parental guardianship of children, 1923. (May be obtained from the secretary, George G. Bogert, Dean, Cornell Law School, Ithaca, N. Y.)

### **Bureau of the Census, U. S. Department of Commerce.**

Legal Importance of the Registration of Births and Deaths. Report of the special committee on vital statistics to the National Conference of Commissioners on Uniform State Laws. Pamphlet No. 108. Washington, 1908.

Registration of Births and Deaths. Drafts of laws and forms of certificates. Second Edition. Washington, 1906.

### **Children's Bureau, U. S. Department of Labor.**

Standards of Child Welfare: A report of the Children's Bureau Conferences, May and June, 1919. Publication No. 60. Washington, 1919.

Separates which comprise the same material are as follows:

Separate No. 1. The Economic and Social Basis for Child-Welfare Standards.

Separate No. 2. Child Labor.

Separate No. 3. The Health of Children and Mothers.

Separate No. 4. Children in Need of Special Care and Standardization of Child-Welfare Laws.

Minimum Standards for Child Welfare adopted by the Washington and Regional Conferences on Child Welfare, 1919. Publication No. 62. Washington, 1919.

Birth Registration: An aid in preserving the lives and rights of children.<sup>1</sup> Publication No. 2. Washington, 1914.

An Outline for a Birth-Registration Test. Publication No. 54. Washington, 1919.

Physical Standards for Working Children: Preliminary report of the committee appointed by the Children's Bureau of the U. S. Department of Labor to formulate standards of normal development and sound health for the use of physicians in examining children entering employment and children at work. Publication No. 79, Second Edition, 1922. Washington, 1923.

Standards of Legal Protection for Children Born Out of Wedlock: A report of the regional conferences held under the auspices of the U. S. Children's Bureau and the Intercity Conference on Illegitimacy. Publication No. 77. Washington, 1921.

Proceedings of the Conference on Juvenile-Court Standards held under the auspices of the U. S. Children's Bureau and the National Probation Association, Milwaukee, Wis., June 21-22, 1921. Publication No. 97. Washington, 1922.

Juvenile-Court Standards: Report of the committee appointed by the Children's Bureau, August, 1921, to formulate juvenile-court standards. Adopted by a conference held under the auspices of the Children's Bureau and the National Probation Association, Washington, D. C., May 18, 1923. Publication No. 121. Washington, 1923.

#### U. S. Public Health Service.

Model State Law for the Registration of Births and Deaths. Public Health Reports, Supplement No. 12. April, 1914, Third Edition, pp. 83-92. Washington, 1915.

#### Other Sources.

Why Should Births and Deaths be Registered? A summary of the history and present condition of vital statistics laws, including the text of the model law. American Medical Association, 535 North Dearborn Street, Chicago, Ill., 1917.

Model Health Code for Cities: Report of the committee on model health legislation. American Public Health Association, 169 Massachusetts Avenue, Boston, 1921.

Model Legislation for Saving Sight (outline). National Committee for the Prevention of Blindness, 130 East Twenty-second Street, New York, 1920. (Prepared for Cleveland Hospital Health Survey.)

———. Cleveland Hospital Health Survey, Part 2, pp. 195-196. Cleveland Hospital Council, 308 Ainsfield Building, Cleveland, Ohio.

Proposed model juvenile-court law, and suggested act for contributing to delinquency and neglect. Juvenile Courts and Probation, by Bernard Flexner and Roger N. Baldwin, pp. 256-278. The Century Co., New York, 1916.

Handbook on the Regulation of Motion Pictures. Including a model ordinance based on the report of the special committee on motion-picture regulation of the New York State Conference of Mayors and Other City Officials. Issued by The National Board of Review of Motion Pictures, 70 Fifth Avenue, New York, 1921.

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<sup>1</sup> Out of print. Available in libraries.

- Suggestions for a model ordinance for regulating motion-picture theaters. Prepared by the National Board of Censorship of Motion Pictures, 50 Madison Avenue, New York City. (No date.)
- A suggested model law on public-health nursing. Included in A review of State laws on public-health nursing, by James A. Tobey. *The Public Health Nurse*, Vol. 15 (April, 1923), pp. 179-187.

## COMPILATIONS AND SUMMARIES OF LAWS ON SPECIAL SUBJECTS.

### **Adoption.**

Children's Bureau, U. S. Department of Labor. Analysis of Certain Phases of Adoption Laws: Selected Texts of Laws. In preparation. (In Social Service Division.)

### **Age of consent.**

Children's Bureau, U. S. Department of Labor. Laws Relating to Sex Offences Against Children. In preparation.

Includes Summary of age of consent laws; texts of laws on age of consent and sex offences.

Summary of age of consent laws. Social Hygiene Bulletin, March, 1920, pp. 8-10.

Age of consent. In Tabular analysis of social hygiene legislation, Parts 1, 2, 3. Social Hygiene, Vol. 6, No. 4 (October, 1920), pp. 557-568.

State Laws Concerning White-Slave Traffic, Keeping Disorderly Houses, and Age of Consent. American Social Hygiene Association, Publication No. 74. 1916.

### **Birth registration.**

See Child-Welfare Standards and Recommendations for Uniform Legislation.

### **Child hygiene.**

U. S. Public Health Service. A Synopsis of the Child Hygiene Laws of the Several States, Including Medical Inspection Laws, by Taliaferro Clark and Selwyn D. Collins. Public Health Bulletin No. 110, Washington, 1921.

Includes list of Public Health Service Reprints on Child Hygiene.

———. Health Provisions for State Laws Relating to Children. Report of the Advisory Committee of the National Child Health Council on Health Provisions for Laws Relating to Children. Public Health Reports, February 18, 1921, pp. 298-301.

Includes: Prenatal care; care at birth—midwives, ophthalmia neonatorum, vital statistics, maternity homes; infant and preschool care; care of children in school; children in industry; general.

Infant-welfare legislation: Inquiry into the extent and character of legislation for the protection of infant life in the British Dominions, United States, and other foreign countries, by R. Newton Crane. The Journal of Comparative Legislation and International Law, Third Series, Vol. 1, Part 1 (April, 1919), pp. 58-66.

Includes: Paternity proceedings; Education of prospective mothers; Marriage of the unfit; Sterilization.

### **Child labor.**

Children's Bureau, U. S. Department of Labor. Child Labor in the United States. Ten Questions Answered. Publication No. 114. Washington, 1924.

Children's Bureau, U. S. Department of Labor. Child Labor. Separate No. 4 from Child Care and Child Welfare, Outlines for Study, prepared in cooperation with the Federal Board for Vocational Education. Publication No. 93. Revised to 1924. In press.

Includes: History of the movement for the prohibition and regulation of child labor—State child-labor legislation, Federal regulation of child labor; The present legal status of child labor in the United States (Jan. 1, 1923); Minimum standards for children entering employment.

———. Charts: No. 1. State Child-Labor Standards, Jan. 1, 1921. (With addenda covering more recent laws.) No. 2. State Compulsory School-Attendance Standards Affecting the Employment of Minors, Jan. 1, 1921. (With addenda covering more recent laws.)

———. Important Changes Made by the Legislatures of 1921-1923 in Child-Labor Standards, and in Compulsory School Attendance Standards Affecting the Employment of Minors. Nov. 1, 1923. Mimeographed. (In Industrial Division.)

———. The States and Child Labor. Lists of States with certain restrictions as to ages and hours.<sup>1</sup> Children's Year Leaflet No. 13. Publication No. 58. Washington, 1919.

———. Child-Labor Legislation in the United States,<sup>1</sup> by Helen L. Sumner and Ella A. Merritt. Publication No. 10. Washington, 1915.

Bureau of Labor Statistics, U. S. Department of Labor. Labor Laws in the United States Series: Labor Laws in the United States, with Decisions of the Courts Relating Thereto. Parts 1 and 2, Bulletin 148. Washington, 1914.

A compilation of labor laws to date, published in 1914. A supplement is published annually, containing a cumulative index.

National Child Labor Committee Publications. Notes on compilation of child-labor and compulsory-attendance laws as they affect the employment of children in agriculture. The American Child, Vol. 2, No. 4 (February, 1921), pp. 310-319, 105 East Twenty-second Street, New York.

———. State Laws and Minimum Standards for Child Protection, 1920.

———. Child Labor, Education, and Mothers' Pension Laws in Brief. Compiled by Florence I. Taylor. Pamphlet 249, Revised to 1919.

### County boards of public welfare.

Children's Bureau, U. S. Department of Labor. County Organization for Child Care and Protection. Publication No. 107. Washington, 1922.

Includes: Laws and bills relating to the establishment of county boards of child welfare and public welfare.

### Dependent children.

Children's Bureau, U. S. Department of Labor. Laws Relating to Interstate Placement of Dependent Children. Through 1923. In press.

———. Laws Relating to Placing Out. In preparation. (In Social Service Division.)

———. Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and Their Dependents. Prepared under the direction of Captain S. Herbert Wolfe. Publication No. 28. Washington, 1917.

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<sup>1</sup> Out of print. Available in libraries.

**Education.**

Bureau of Education, U. S. Department of the Interior. Digest of State Laws Relating to Education in Force Jan. 1, 1915. Compiled by William R. Hood, with the assistance of Stephen B. Weeks and A. Sidney Ford. Bulletin, 1915, No. 47. Washington, 1916.

———. State Laws Relating to Education, Enacted in 1915, 1916, 1917. Compiled by William R. Hood. Bulletin, 1918, No. 23. Washington, 1919.

Enacted in 1918-1919. Bulletin, 1920, No. 30.

Enacted in 1920-1921. Bulletin, 1922, No. 20.

These bulletins include references to State laws on general administrative control and supervision of elementary education; State finance and support; buildings and sites; teachers, professional training and education; school population and attendance—compulsory attendance; truancy; truant officers; child labor; health regulations; special types of school; education of special classes—blind, deaf and dumb, crippled and deformed, feeble-minded, tuberculous children; welfare of dependents and delinquents.

———. Review of Educational Legislation, 1917-1918, by William R. Hood. Bulletin, 1919, No. 13. Washington, 1919.

1919-1920. Bulletin, 1922, No. 13.

———. A Manual of Educational Legislation for the Guidance of Committees on Education in the State Legislatures. Prepared under the direction of the rural division, U. S. Bureau of Education. Bulletin, 1919, No. 4. Washington, 1919.

———. Recent Legislation for Physical Education, by Thomas A. Storey and Willard S. Small. Bulletin, 1918, No. 40. Washington, 1919.

———. Recent Legislation for Physical Education, by Thomas A. Storey, Willard S. Small, and Elon G. Salisbury. Bulletin, 1922, No. 1. Washington, 1922.

———. Kindergarten Legislation, by Louise Schofield. Bulletin, 1916, No. 45. Washington, 1917.

Federal Board for Vocational Education. Compulsory Part-time School Attendance Laws. Bulletin No. 55, Trade and Industrial Series No. 14. Washington, D. C., August, 1920.

———. Part-time Schools—A Survey of Experience in the United States and Foreign Countries, with Recommendations. Bulletin No. 73, Trade and Industrial Series No. 22. Washington, 1922.

**Guardianship.**

Wife and Husband as Guardians: States recognizing the principle of equality in guardianship. Suggestions for a model guardianship law. Committee on Uniform Laws Concerning Women, National League of Women Voters, Literature Headquarters, Peru, Indiana. (No date. Latest laws cited, 1921.)

Report of the Committee on Joint Parental Guardianship of Children to the Thirty-third Annual Meeting of the National Conference of Commissioners on Uniform State Laws, Minneapolis, Minn., including second draft of a uniform act relating to joint parental guardianship of children. 1923. (May be obtained from the secretary, George G. Bogert, Dean, Cornell Law School, Ithaca, N. Y.)

**Illegitimacy.**

See Child-Welfare Standards and Recommendations for Uniform Legislation.

Children's Bureau, U. S. Department of Labor. *Illegitimacy Laws in the United States and Certain Foreign Countries*,<sup>1</sup> by Ernst Freund. Publication No. 42. Washington, 1919.

———. *Illegitimacy Laws of the United States: Analysis and Index*, by Ernst Freund. Excerpt from Publication No. 42. Washington, 1919.

———. *Illegitimacy Laws of the United States, passed during the Years 1919 to 1922, inclusive*. Washington, 1922.

### **Juvenile courts and probation.**

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- American Association for Labor Legislation, 131 East Twenty-third Street, New York City.
- American Association to Promote the Teaching of Speech to the Deaf. Volta Bureau, 1601 Thirty-fifth Street NW., Washington, D. C.
- American Bar Association, 38 South Dearborn Street, Chicago, Ill.
- American Child Health Association, 532 Seventeenth Street NW., Washington, D. C.; 370 Seventh Avenue, New York City.
- American National Red Cross, Seventeenth and D Streets NW., Washington, D. C.
- American Social Hygiene Association (Inc.), 370 Seventh Avenue, New York City.
- Boys' Club Federation, 110 West Fortieth Street, New York City.
- Child Welfare League of America, 130 East Twenty-second Street, New York City.
- Eugenics Record Office, Cold Spring Harbor, N. Y.
- General Federation of Women's Clubs, Division of Child Welfare, 1734 N Street NW., Washington, D. C.
- National Child Health Council, 532 Seventeenth Street NW., Washington, D. C.
- National Child Labor Committee, 105 East Twenty-second Street, New York City.
- National Child Welfare Association (Inc.) (exhibit material), 70 Fifth Avenue, New York City.
- National Committee for Mental Hygiene, 370 Seventh Avenue, New York City.
- National Committee for the Prevention of Blindness, 130 East Twenty-second Street, New York City.
- National Conference of Commissioners on Uniform State Laws. Secretary, George G. Bogert, Dean, Cornell Law School, Ithaca, N. Y.
- National Congress of Mothers and Parent-Teacher Associations, 1201 Sixteenth Street NW., Washington, D. C.
- National Consumers' League, 44 East Twenty-third Street, New York City.
- National Education Association of the United States, 1201 Sixteenth Street NW., Washington, D. C.
- National Health Council, 370 Seventh Avenue, New York City.
- National League of Compulsory Education Officials, 133 East Grand River Avenue, Detroit, Mich.
- National League of Women Voters, Child-Welfare Committee, 532 Seventeenth Street NW., Washington, D. C.
- National Organization for Public Health Nursing, 370 Seventh Avenue, New York City.
- National Probation Association, 370 Seventh Avenue, New York City.
- National Society for Crippled Children, Elyria, Ohio.
- National Tuberculosis Association, 370 Seventh Avenue, New York City.

National Women's Christian Temperance Union, Child-Welfare Department, 1730 Chicago Avenue, Evanston, Ill.

Playground and Recreation Association of America, 1 Madison Avenue, New York City.

Russell Sage Foundation, 130 East Twenty-second Street, New York City. Department of Child Helping, Division of Child-Welfare Legislation; Department of Recreation; Department of Surveys and Exhibits.

U. S. Department of the Interior, Bureau of Education.

U. S. Department of Labor, Children's Bureau.

U. S. Treasury Department, U. S. Public Health Service.





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## APPENDIX.

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TEXT OF LAWS CREATING STATE COMMISSIONS  
FOR THE STUDY AND REVISION OF  
CHILD-WELFARE LAWS

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## APPENDIX.—TEXT OF LAWS CREATING STATE COMMISSIONS FOR THE STUDY AND REVISION OF CHILD-WELFARE LAWS.

### CONNECTICUT.

(Special laws, 1919, ch. 285.)

#### AN ACT CREATING A COMMISSION ON CHILD WELFARE.

*Be it enacted by the senate and house of representatives in general assembly convened:*

SECTION 1. The governor shall, on or before July 1, 1919, appoint a commission, consisting of not less than 12 nor more than 15 persons, to study and investigate the laws, conditions, and practice of this and other States and countries relating to dependent, neglected, defective, and delinquent children and the entire question of child welfare, and report the results of its investigation to the next session of the general assembly. Said commission shall embody in its report a proposed code of laws, which shall include a revision of the provisions of the general statutes relating to children, with such changes and additions as it may deem advisable.

SEC. 2. Said commission shall serve without pay, but may incur such expenses as shall be authorized or approved by the board of control, which shall be paid out of the State treasury upon the order of the comptroller.

Enacted May 14, 1919.

### DELAWARE.

(1921, p. 208, ch. 63.)

#### CHILD WELFARE COMMISSION.

An act to create a child welfare commission for the State of Delaware.

*Be it enacted by the senate and house of representatives of the State of Delaware in general assembly met:*

SECTION 1. In order that the State of Delaware may serve the welfare of its children adequately, there is hereby created a "Child Welfare Commission." The commission shall consist of nine members, who shall serve without pay, except for traveling and administrative expenses. On, or before the 10th day of April, 1921, the governor shall appoint the members of said commission to take office on the 10th day of April, 1921, as follows: One from the State of Delaware at large for a term of five years; two from the city of Wilmington for the terms of one and two years respectively; two from New Castle County outside of the city of Wilmington for the terms of two and three years, respectively; two from Kent County for the terms of three and four years, respectively; and two from Sussex County for the terms of four and five years, respectively. The term of office after the first appointments made hereunder shall be for five years, and annually, on or before the 10th day of April, the governor shall appoint successors to fill the vacancies caused by the expirations of the terms of office. In case of vacancy caused by death, resignation,

refusal to serve or otherwise, the governor shall make appointments to fill such vacancy or vacancies, for the balance of the unexpired term. The members so appointed shall be, during their terms of office, citizens of the State of Delaware, and shall be residents of the respective districts for which they are appointed.

SEC. 2. Within 10 days after the said 10th day of April, 1921, the members aforesaid shall convene at the State capitol at Dover at a time to be fixed by the governor and shall organize by electing officers from their members and by other regular procedure.

SEC. 3. It shall be the duty of the commission to take over, and further to develop the child welfare activities conducted by the reconstruction commission of the State of Delaware; to maintain a traveling child health center to serve the sparsely settled sections of the State; to cooperate with State, county, and local official bodies in the development of such child welfare work as the commission may believe will materially advance the interests of the children of the State; to make every reasonable preparation to transfer various branches of its work as rapidly as possible to appropriate state agencies; to make a study of the needs of children a definite part of its work; and to make recommendations for executive and legislative action in matters relating to children.

SEC. 4. Every official department and public officer in the State, excepting the members of the general assembly and the judiciary, in possession of information relating to the purposes of this act, shall, upon request of the said commission, cooperate with it in carrying out the purposes of this act.

SEC. 5. If any bill shall be enacted by the United States appropriating moneys to assist the State in protecting the health of mothers and children and if the commission hereby created is doing such work at the time the said Federal aid becomes available, the commission shall designate and authorize to be spent such portion of the appropriation carried by this act<sup>1</sup> as may be necessary to meet the offer of the Federal Government, provided that this commission shall be recognized by the Federal body administering the said act as the State body with which it will cooperate, and provided that only such an amount of the appropriation carried by this act may be designated and spent for the purposes described in this section as will leave at least \$15,000 annually for the execution of the duties of this commission, other than those which conform with the provisions of such a Federal act which may be enacted.

SEC. 6. The commission shall employ such agents, assistants, clerical force and specially qualified persons as it may find necessary or expedient.

SEC. 7. The expenses of the members of the commission incurred in service for the commission shall be paid on warrants drawn by the child welfare commission or authorized agent thereof on the State treasurer and the State treasurer is hereby authorized and directed to pay said warrants on the approval of the State auditor from any moneys he may have belonging to the State and not otherwise appropriated.

SEC. 8. The sum of \$25,000 shall be deemed and taken to be appropriated for the year 1921, out of any moneys in the State treasury not otherwise appropriated, for the purposes of the said commission, and thereafter, \$25,000 shall be deemed and taken to be appropriated annually out of any moneys in the State treasury not otherwise appropriated, for the purposes of the said commission. The child welfare commission shall assume the indebtedness of the reconstruction commission.

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<sup>1</sup> So in law.

**SEC. 9.** The said commission shall have the use of and become the custodian of the property bought by the reconstruction commission of the State of Delaware, except that the child-welfare commission may upon written request and receipt from any official agency which may take over any of its work, transfer the right to use, and the custody of appropriate property to such agency.

Approved April 7, A. D. 1921.

(Laws, 1923, ch. 263, pp. 708, 709.)

Joint resolution providing for a commission to suggest a revision of the existing laws of the State relating to minor children.

*Be it resolved by the senate and house of representatives of the State of Delaware in general assembly met:*

**SECTION 1.** That a commission be and is hereby created, composed of one member of the senate and one member of the house of representatives to be named by the president pro tempore of the senate and the speaker of the house of representatives, respectively, and one representative from each of the following organizations to be selected by its respective board of managers or governing body, namely, Children's Bureau of Delaware, Child Welfare Commission, the Delaware Society for the Prevention of Cruelty to Children, the Delaware Children's Home Society, the juvenile court, and the State board of education, the Labor Commission of Delaware, for the purpose of studying the present laws concerning the welfare of minor children in this State, and the preparation and presenting to the next session of the general assembly suggestions relative to any changes or amendments to such laws.

**SEC. 2.** The members of said commission shall receive no compensation.

**SEC. 3.** The said commission shall have access to all public records, and shall have power to call to its assistance any persons necessary for the obtaining of information and assistance in the discharge of its duties.

**SEC. 4.** The said commission shall examine and study the existing laws relating to minor children in this State and shall likewise prepare and submit to the next session of the general assembly, to be held in the year nineteen hundred and twenty-five, such new laws, or amendments to existing laws, as in the judgment of the said commission shall be thought necessary or advisable.

**SEC. 5.** The said commission shall organize by the selection of a chairman and secretary and such other officers as it may think necessary, and shall provide rules for its own government and proceedings. The first meeting of the commission shall be called by the governor by notices sent to each member stating the time and place of such meeting.

Approved March 13, A. D. 1923.

## FLORIDA.

(Laws 1923, ch. 9273, No. 155.)

An act to create and establish a children's code commission, to provide for the appointment of the members thereof, their terms of office, prescribe their powers and duties, and providing for the making of their report and its transmission to the legislature.

*Be It Enacted by the Legislature of the State of Florida:*

**SECTION 1.** That there is hereby created a children's code commission which shall consist of five citizens of this State, at least. Their term of office shall be for four years and until their successors are appointed and qualified.

SEC. 2. That the governor shall have the power to remove any member of said children's code commission for cause and shall fill vacancies that may at any time occur.

SEC. 3. That the children's code commission shall hold meetings whenever called into session by the chairman, and shall make such rules and orders for the regulation of its own proceedings as it shall deem proper. The members of the children's code commission shall not receive any compensation for their services. Said children's code commission shall elect from its members a chairman.

SEC. 4. The children's code commission shall have the power and it shall be its duty to edit and codify the laws of a "general nature" relating to children and to report to the next succeeding session of the legislature through the Governor of the State of Florida any desirable changes thereto; it shall further be the duty of the said children's code commission to thoroughly study the conditions now existing relating to the welfare of the children and to present their findings together with a legislative program deemed necessary to remedy the existing conditions and to promote the welfare of the children of the State of Florida.

SEC. 5. The children's code commission shall report to the Governor of the State of Florida two months before the next regular session of the Legislature of the State of Florida.

SEC. 6. It shall be the duty of the Governor of the State of Florida to transmit to the Legislature of the State of Florida the findings of the children's code commission within one week after it convenes in regular session.

SEC. 7. The children's code commission shall organize immediately after their appointment by the Governor of the State of Florida.

SEC. 8. Any person or persons who shall by an overt act interfere with the said commission, or any one acting under its authority by preventing or attempting to prevent an inspection or visitation, shall be guilty of a misdemeanor, and upon conviction punished as for a misdemeanor. But nothing in this section shall apply to inspection of private homes without the previous consent of the occupants or without an order from a competent court so to do.

SEC. 9. It shall be the duty of the Governor of the State of Florida to appoint said children's code commission within one month after this act becomes a law.

SEC. 10. This act shall go into effect immediately upon its becoming a law.

Approved May 7, 1923.

## GEORGIA.

(Laws 1922, No. 300, p. 71.)

### CHILDREN'S CODE COMMISSION.

An act to create the Georgia Children's Code Commission, and to provide for the appointment of the members of said commission, and to prescribe the authority of, and duties of, said code commission.

SECTION 1. *Georgia children's code commission created.*—*Be it enacted by the General Assembly of the State of Georgia, and it is hereby enacted by authority of the same,* That a code commission be created, to be known as the Georgia Children's Code Commission.

SEC. 2. *Duties.*—*Be it further enacted,* That it shall be the duty of said Georgia Children's Code Commission to study the existing laws of Georgia which in any way affect child life; to study conditions of child welfare in the State, to study the laws of other States, and to consult authorities in this

and other States, and to draft for presentation to the succeeding legislatures such laws or amendments to the existing laws as will better safeguard the welfare of children in this State.

SEC. 3. *Membership.*—*Be it further enacted*, That said Georgia Children's Code Commission shall consist of 10 members, to be appointed by the governor of the State of Georgia, who shall hold their term of office for five years, and until their successors are appointed, and who shall consist of one superior-court judge, one member of the house of representatives, one State senator, and a member or representative from each of the following organizations: Federation of Women's Clubs, State council of social agencies, State board of health, State board of public welfare, State federation of labor, State department of education, Georgia League of Women Voters.

SEC. 4.—*No compensation.*—The members of said Georgia Children's Code Commission are not to be paid any salary or remuneration whatever by the State of Georgia, nor are they to receive any salary or remuneration from anyone whatsoever for their services.

SEC. 5. *Be it further enacted*, That said Georgia Children's Code Commission shall make their reports each year to the General Assembly of Georgia.

Approved July 26, 1922.

## INDIANA.

(Acts 1919, ch. 197, p. 771.)

### CHILD WELFARE AND SOCIAL INSURANCE.

An act establishing an investigating commission on child welfare and social legislation and prescribing its powers and duties.

SECTION 1. *Appointment of commission.*—*Be it enacted by the General Assembly of the State of Indiana*, That within 60 days after the taking effect of this act, the governor shall appoint a suitable commission of five persons, at least two of whom shall be women, and two of whom shall be parents, to be known as the commission on child welfare and social insurance.

SEC. 2. *Organization.*—The commission shall convene in the city of Indianapolis within 10 days after appointment and organize by electing a chairman and enter upon the discharge of its duties. The members of the commission shall serve without compensation but shall be allowed their necessary traveling expenses incurred in the work of the commission. If necessary, the commission may employ a clerk and a stenographer not of its membership. The commission may avail itself of the collections or facilities of any State department in obtaining the information and data necessary to the successful prosecution of its work.

SEC. 3. *Duties.*—It shall be the duty of the commission to make a careful and systematic study of child welfare and social insurance. The commission or any of its members shall visit the various parts of the State and hold public hearings and shall make careful inquiry into the peculiar problems of each locality and shall cause an investigation to be made of the methods employed and the progress and results achieved in other States, and in making such investigation may visit other States.

SEC. 4. *Report; appropriation.*—On or before December 1, 1920, the commission shall submit to the governor a report of its findings, together with its recommendations. The commission shall also draft such bills as may be necessary to embrace and carry out its recommendations and submit them to the

next general assembly for consideration. The sum of \$5,000 is hereby appropriated out of any funds in the State treasury not otherwise appropriated, to be available after May 1, 1919, and during the life of the commission, for the purpose of carrying out the provisions of this act.

Approved March 15, 1919.

### KENTUCKY.

(Laws 1920, ch. 193, p. 725.)

#### CHILDREN'S CODE COMMISSION.

##### JOINT RESOLUTION.

*Be it resolved by the general assembly of the Commonwealth of Kentucky,* That the governor, within 30 days after the passage of this resolution shall appoint a commission, to be known as the Children's Code Commission and composed of five members, citizens of the State of Kentucky, who shall serve without compensation. The duties of said commission shall be to make a survey of the entire field of child welfare in the Commonwealth of Kentucky, and make report of its findings to the governor and the general assembly of the Commonwealth of Kentucky, prior to or upon the convening of the next regular session of the legislature. Said commission shall have power to summon witnesses and compel their attendance, and shall have such other powers as may be necessary to such investigation. The expenses of said investigation shall not be a charge upon the State of Kentucky.

Approved March 11, 1920.

(Laws 1922, ch. 107.)

#### CHILD WELFARE COMMISSION.

An act to create a commission to be known as the Kentucky Child Welfare Commission and to prescribe its duties and functions.

*Be it enacted by the general assembly of the Commonwealth of Kentucky:*

1. There is hereby created a commission to be known as The Kentucky Child Welfare Commission, composed of nine members, who shall be citizens of the State of Kentucky and who shall serve without compensation. The members of the commission shall be appointed by the governor, three for a period of one year, three for a period of two years, and three for a period of three years from date of appointment, and thereafter all appointments, except to fill vacancies caused by death, resignation or removal, shall be for the full term of three years.

2. It shall be the duty of the commission to continue the survey of child welfare in the Commonwealth of Kentucky heretofore begun by the children's code commission authorized under joint resolution of the general assembly of 1920; to investigate and study the needs of Kentucky children and present to the governor and the general assembly, prior to each legislative session, a report of their findings and recommendations based thereon; to prepare data upon the subject, and be ready at all times to advise the governor or any member of the general assembly concerning the bills relating to children which may be introduced at any session of the general assembly.

Approved March 24, 1922.



## MARYLAND.

(Laws 1922, joint resolution No. 12, p. 1588.)

## COMMISSION ON LAWS OF MINORS.

Joint resolution authorizing and requesting the governor to appoint a commission, to be known as the Commission on Laws of Minors, to review the laws of Maryland relating to minors and to report with recommendations to the next session of the general assembly.

Whereas, a commission heretofore appointed by the governor to review the laws relating to minors in this State has reported that in order to conclude its work early in the present session of the general assembly it has been compelled to leave some questions unconsidered, and deems it wise that another commission be appointed with an opportunity to study and discuss the general subject during the whole of the two years before the next session of the general assembly; Therefore, be it

*Resolved by the general assembly of Maryland,* That the governor be, and he is hereby, authorized and requested to appoint a commission of seven persons, who shall proceed to review and study all the laws of this State relating to minors, and shall report their conclusions and recommendations in writing to the general assembly at its session of 1924; and be it further

*Resolved,* That the commission shall be known as the Commission on Laws of Minors, and that its members shall serve without pay.

Approved April 13, 1922.

## MICHIGAN.

(1917, No. 293, p. 726.)

## CHILD WELFARE COMMISSION.

An act to create a commission of inquiry to make investigations and submit reports and legislative recommendations relative to child welfare; to provide for the appointment of the members of said commission and to prescribe their powers and duties, and to provide for the cooperation of State, city, and county public relief and certain other bodies with such commission.

**SECTION 1. Commission created.**—There is hereby created a commission to be known as the Michigan Child Welfare Commission, hereinafter referred to as the commission. Said commission shall consist of three members, appointed by the governor within 30 days after this act shall take effect, and every two years thereafter, or as soon after the expiration of each two-year period as may be practicable. Such members shall be selected from the recognized organized bodies formed for the study of child welfare, and the promotion of education, hygiene, health, good morals, and physical and mental welfare of children and their parents and guardians: *Provided,* That in the selection of said members, preference shall be given to members of organizations of the kind and nature referred to as shall have a state-wide scope and object of work.

**SEC. 2. Duty.**—It shall be the duty of said commission to study and investigate the social and economic environment of children, with particular reference to their home and neighborhood surroundings; the influences to which children are subjected in and about their homes and schools; the conditions under which children are forced or permitted to perform labor in their homes or elsewhere, with or without remuneration; the relationships between children and parents and the fitness and ability of parents to care for children, supervise their education, control their morals, and fit them to become useful and law-abiding

citizens, and the remedies that should be applied by State and other public bodies for the amelioration and improvement of such conditions as may indicate the need for alteration and correction. It shall further be the duty of said commission to report at least thirty days prior to the assembling of each successive legislature of the State, to the governor, a résumé of the work of the commission together with recommendations for such legislation as the commission may consider necessary to advance the welfare and promote the education, good morals, and mental and physical well-being of children, which recommendations may be transmitted by the governor to the ensuing legislature.

SEC. 3. *May examine documents, records, etc.*—The commission shall have power and authority to examine the documents, records, and papers belonging to or under the control of State institutions devoted to the welfare or correction of wards of the State, and of any boards, commissions, or officers of the State whose duties include investigation or supervision of indigent, needy, mentally incompetent, criminal persons, or any other persons whose condition in life is the subject of State investigation, action, or supervision or control, whenever such examination of documents, records, and papers is necessary for the compilation of statistics and figures that may be of use and value to the commission in its work. The same power and authority described in this section shall be vested in the commission with reference to the documents, papers, and records belonging to or under control of city, county, and township institutions organized by and under control of cities, counties, and townships of the State or their officers or legislative bodies, and likewise with reference to incorporated private bodies having similar and related objects.

Approved May 10, 1917.

## MINNESOTA.

(Laws 1917, p. 874.)

### RESOLUTION NO. 1.

#### CHILD WELFARE COMMISSION.

A concurrent resolution for the appointment of a special committee of the house and senate to consider bills relating to children.

Whereas, the governor of the State of Minnesota, in August, 1916, appointed a commission of 12 citizens to revise and codify the laws relating to children and to report its recommendations to him, and

Whereas, this commission has made its preliminary report recommending numerous changes to such laws, and is now about to make its final report embodying its recommendations in form of bills, and

Whereas, it is a matter of common knowledge that the laws relating to children are in urgent need of revision and amendment to the end that the State may fairly fulfill its duties of guardianship over dependent, neglected, defective, and delinquent children, and

Whereas, this is a matter of vital importance to all the citizens of this State regardless of political opinion or party affiliation;

Now, therefore, be it resolved by this house, the senate concurring, that a special joint committee of the house and senate be appointed, seven members from the house, by the speaker of the house, and five from the senate, by the lieutenant governor, to consider the recommendations of said commission, as well as all other bills introduced which concern child welfare, and that this committee consider the same, hold public hearings thereon and introduce and recommend to the house and senate such bills as in its judgment will bring about the proper revision of the laws of this State relating to children.

## NEBRASKA.

(1919, ch. 178, p. 393.)

## CHILD WELFARE.

An act to provide for child welfare in the State of Nebraska.

*Be it enacted by the people of the State of Nebraska:*

SECTION 1. *State child-welfare bureau established.*—There is hereby established in the State department of public instruction a bureau to be known as the State child-welfare bureau. The superintendent of public instruction is hereby authorized to provide sufficient quarters and equipment for the said bureau in the State department of education.

SEC. 2. *Director and children's code commission appointed.*—Within 30 days after this law goes into effect the governor shall appoint, for a term of two years, a director who shall have charge of the working organization of the State child-welfare bureau. The governor shall likewise appoint, for a period to terminate May 11, 1921, a special investigating committee to be known as the children's code commission, which commission shall be an independent branch of the State child-welfare bureau but shall be cooperative with all other workers in the bureau. Said commission shall be composed of not less than 5 nor more than 15 persons, residents of Nebraska, specially qualified by experience and study to deal with the problems relating to child welfare in Nebraska. Any vacancy which may occur in said commission by reason of death, resignation, or otherwise shall be filled by appointment by the governor. The director of the State child-welfare bureau may or may not be a member of the investigating commission.

SEC. 3. *Director; qualification; salary.*—The director of the State child-welfare bureau shall have special training and knowledge of the principles underlying political and social welfare. He shall receive an annual compensation of \$2,400, together with necessary traveling expense, not to exceed \$800. Said director shall have authority to organize, employ, and secure such assistance, within the funds available through this act, as he deems necessary to carry out the purpose of this act.

SEC. 4. *Commission; expense; secretary and other employees; compensation.*—The members of the children's code commission shall receive no salary, except a secretary as herein provided, but may receive actual traveling expenses while going to and in attendance upon the meetings of the commission within Nebraska or otherwise exclusively engaged within said State upon the business of said commission. The commission shall choose one of its members as president and shall have power to select a secretary from within or outside its membership. The secretary shall be paid a salary of not to exceed \$150 per month. Stenographic and other assistance as necessary may be employed within the appropriations available under this act.

SEC. 5. *Director; duties.*—It shall be the duty of the director who is in charge of the working organization of the State Child-Welfare Bureau to organize, make rules and regulations for a supervised system of recreation, and to devise ways and means for securing and placing playground equipment in urban, village, and rural communities where needed. Said bureau shall keep a record of the birth of every child born in Nebraska, which information shall be secured from the State department of health. This and other records shall be carefully preserved in the office of the State Child-Welfare Bureau. The State Child-Welfare Bureau shall endeavor in every way possible to lessen and prevent penal trials and punishment of children. It shall assist in equalizing oppor-

tunities for the children of Nebraska. It shall maintain a live children's survey of the State. The bureau shall be a unifying agency, through which the State may cooperate with individuals and organizations among all classes of people on matters pertaining to children's aid and benefit, and this bureau shall offer an avenue through which Government agencies functioning in the interests of children may operate. No representative of the said bureau shall force its authority over and above the recognized head of any household.

**SEC. 6. *Children's Code Commission; duties.***—The Children's Code Commission of the Child-Welfare Bureau shall make a careful study of the subject of child welfare with special reference to the problems presented in Nebraska, and, as part of its duties, shall investigate social and other conditions affecting child welfare in Nebraska, shall make a study of comparative legislation relating thereto, to point out and make recommendations for removal of inconsistent, obsolete, or otherwise undesirable laws, and recommend new legislation for promotion of child welfare in said State; and shall embody said recommendations and the results of said investigation in a written report to the governor on December 1, 1920, which report the governor shall transmit to the legislature next convening. Prefixed to such report shall be submitted a brief abstract, prepared by said commission, containing in condensed form the substance of the complete report. Not to exceed 5,000 copies of said report shall be published and distributed by the commission, the expense thereof to be paid out of the appropriation herein made. The record and reports of the Children's Code Commission shall be at all times available to the director of the Child-Welfare Bureau and shall be filed permanently with other records and reports of the bureau.

**SEC. 7. *Children's Code Commission; privileges.***—The Children's Code Commission shall have free access to all books and records in the several departments of the State government and in the counties, cities, villages, and school districts in this State, including the books and records of all municipal, county, and State institutions; and also to the books and records of all private agencies having the custody of or the placing out of children. The commission may call upon the legislative reference bureau for room and any assistance which may properly be asked from that bureau.

**SEC. 8. *Appropriation.***—There is hereby appropriated out of the general fund of the State of Nebraska the sum of \$15,000, or so much thereof as may be necessary, for the payment of salaries and other expenses herein authorized, which shall be paid out upon presentation of vouchers approved by the governor. One-half of the amount herein appropriated shall be available to the director of the State Child-Welfare Bureau for the work in his charge; one-half shall be available to the Children's Code Commission for the discharge of their duties.

Approved April 15, 1919.

## NEW HAMPSHIRE.

(1913, ch. 72.)

### CHILDREN'S COMMISSIONS.

An act to provide for the appointment of a commission of three persons to investigate matters relating to the welfare of the dependent, defective, and delinquent children of the State.

*Be it enacted by the senate and house of representatives in general court convened:*

**SECTION 1.** That the governor and council be hereby authorized to appoint three suitable persons who shall investigate all matters relating to the welfare

of the dependent, defective, and delinquent children of the State, especially the questions of orphanage, juvenile courts, detention homes, desertion, physical and mental degeneracy, infant mortality, accidents, and diseases, and make report, with recommendations concerning the above matters, to the legislature of 1915, said commission to serve without compensation except for necessary expenses, and the governor is hereby authorized to draw his warrant for such actual reasonable expenses of said commission.

SEC. 2. This act shall take effect upon its passage.

Approved April 15, 1913.

### NEW YORK.

(Laws 1920, ch. 699.)

#### COMMISSION TO EXAMINE LAWS RELATING TO CHILD WELFARE.

An act to create a commission to examine laws relating to child welfare, investigate their effect and propose remedial legislation in relation thereto, and making an appropriation for the expenses of the commission.

[Became a law May 11, 1920, with the approval of the governor. Passed, three-fifths being present.]

*The people of the State of New York, represented in senate and assembly, do enact as follows:*

SECTION 1. *Commission created; how constituted.*—A commission is hereby created, for the purposes herein specified, to consist of three members of the senate, to be appointed by the temporary president of the senate, three members of the assembly, to be appointed by the speaker of the assembly, five persons to represent the public at large to be appointed by the governor, and five persons to represent, respectively, the following five State departments or commissions, the head of each such department or commission to appoint one such person: Department of education, department of labor, department of health, State board of charities, and State probation commission. Vacancies in the commission, occurring from any cause, shall be filled by the officer authorized to make the original appointment. The commission shall choose from its members a chairman. The members of the commission shall receive no compensation for their services under this act, but the commission and its members shall be allowed necessary expenses incurred in the performance of their duties; and the commission may employ necessary assistants as a part of its expenses.

2. *Duties.*—The commission created by this act shall collate and study all laws relating to child welfare, investigate and study the operation and effect of such laws upon children, ascertain any overlapping and duplication of laws and of the activities of any public office, department or commission thereunder, and make recommendations to the legislature of remedial legislation which it may deem proper as the result of its investigations. Such legislation may be amendatory of existing law or otherwise.

3. *Powers of investigation; report.*—Such commission may sit and conduct its investigations anywhere within the State, may take and hear proofs and testimony, subpoena and compel the attendance of witnesses, compel the production of books, records, papers, and documents and shall have all of the powers of a legislative committee provided by the legislative law. The commission shall make a report of its proceedings to the legislature at its next session and also at such other times as may be required by the governor or by the president of the senate and speaker of the assembly.

4. *Appropriation.*—The sum of \$5,000, or so much thereof as may be necessary, is hereby appropriated for expenses of the commission created by this

act. The moneys appropriated shall be paid out by the State treasurer on the warrant of the comptroller upon the certificate of the chairman of such commission.

5. This act shall take effect immediately.

(Laws 1922, ch. 397, pp. 828 and 833.)

An act making appropriations for the support of government in addition to those provided by chapter 106 of the laws of 1922, and including provisions relating to certain appropriations made by such chapter.

\* \* \* \* \*

#### CHILD-WELFARE COMMISSION.

Expenses of maintenance and operation, including personal service, \$7,500.

\* \* \* \* \*

(Laws 1922, ch. 106, pp. 385 and 387.)

#### PART V.

SEC. 5. *Reappropriations*.—The following sums, or so much thereof as may be necessary, being the unexpended balances of former appropriations, are hereby reappropriated and made immediately available for the same purposes as the former appropriations:

\* \* \* \* \*

#### COMMISSION ON CHILD WELFARE.

By chapter 650 of the laws of 1921 (re. \$6,326.86).

By chapter 176 of the laws of 1921 (re. \$1,862.84).

\* \* \* \* \*

(Laws 1921, ch. 650, pp. 1994 and 1997.)

An act making appropriations for the support of government in addition to those provided by chapter 176 of the laws of 1921, and including provisions relating to certain appropriations made by such chapter.

[Became a law May 7, 1921, with the approval of the governor. Passed by two-thirds vote.]

\* \* \* \* \*

#### COMMISSION ON CHILD WELFARE.

For expenses of maintenance and operation, including personal service, \$7,500.

\* \* \* \* \*

(An appropriation of \$15,000 was made in 1923.)

#### NORTH DAKOTA.

(Laws 1921, ch. 29, p. 62.)

#### CHILDREN'S CODE COMMISSION.

An act creating a Children's Code Commission; fixing the membership thereof, defining its powers and duties; and making an appropriation therefor.

*Be it enacted by the legislative assembly of the State of North Dakota:*

1. There is hereby created and established a Children's Code Commission to consist of seven members appointed by the governor as hereinafter provided.

2. Upon taking effect of this act, and within 30 days thereafter, the following organizations, or the executive committees thereof, shall each nominate and submit to the governor the names of members of their organization, from which nominations the governor shall select the members of this commission. The organizations from whose membership the nominations shall be made as hereinbefore provided are State Conference of Social Work, State Federation of Women's Clubs, State Medical Association, State Bar Association and State Educational Association, State Federation of Labor, and member of the State Minimum Wage Department.

3. Each member of said commission shall serve for a term of two years, and until his or her successor is appointed and qualified, from the date of the appointment. Vacancies in said commission shall be filled by the governor upon nominations by the organization or organizations not represented upon said commission on account of such vacancy.

4. It shall be the duty of said commission to study social conditions touching upon the welfare of children in the State of North Dakota, and to recommend necessary revision and codification of existing laws, and such new laws as may be found necessary. To this end said commission shall make a comprehensive and detailed report containing its findings and proposals to the next legislative assembly, either regular or special, and to each succeeding legislative assembly during the period of its existence.

5. The commission may make all necessary rules and regulations for the conduct of its meetings and for the election of the officers thereof. It shall have the power to appoint a secretary either from within or without its membership, the salary of which secretary as fixed by the commission at not to exceed \$2,000 per annum shall be paid from the appropriation hereinafter made.

6. There is hereby appropriated out of any funds in the State treasury not otherwise appropriated the sum of \$2,500, to be used for the payment of the salary of the secretary of the above-named commission and the necessary expenses of said commission, including traveling expenses, postage, and stationery.

7. This act is hereby declared to be an emergency measure and to be in full force and effect immediately after its passage and approval.

Approved March 18, 1921.

## OHIO.

(1911, p. 123.)

### COMMISSION TO CODIFY AND REVISE THE LAWS OF OHIO RELATIVE TO CHILDREN.

An act to provide for the appointment of a commission to revise, consolidate, and suggest amendments to the statute laws of the State of Ohio which pertain to children.

SECTION 1. *Two commissioners.*—That the governor be, and is hereby, authorized and required to appoint two competent commissioners to revise, consolidate, and suggest amendments and additions to the statute laws of the State of Ohio which pertain to children, and which may be in force at the time such commissioners shall make their report; and in case a vacancy shall occur in such commission by reason of death or resignation the governor is hereby authorized to fill such vacancy.

The commissioners shall be appointed and commence the discharge of their duties not later than the first day of July, 1911, and shall report to the governor not later than the first day of July, 1912. Such report shall be transmitted by the governor to the general assembly next following.

SEC. 2. *Unification of laws.*—That in performing this duty such commissioners shall unify the present laws pertaining to illegitimate, defective, neglected, dependent, and delinquent children, and to their treatment, care, maintenance, custody, control, protection, and reformation; and shall suggest such amendments and additions as to them may seem best calculated to bring the statute law of this State into harmony with the best thought on this subject. They shall arrange their report with headnotes briefly expressive of the matters contained therein, and with marginal notes of the contents of each section and with reference to the original act from which it is compiled. They shall provide, by an index, for an easy reference to every portion of their report, and shall designate such statutes and parts of statutes as, in their judgment, ought to be repealed, with the reasons for such recommendation.

SEC. 3. *Stenographers and clerks.*—That such commissioners shall have free access to the rooms, books, and records in the several departments of the State, county, and municipal governments; may, with the consent of the governor, employ stenographers and clerks, and secure such expert advice and assistance as to them may seem advisable; and shall be furnished by the State with suitable rooms in the State capitol building for the transaction of the work and with all necessary stationery.

SEC. 4. *No compensation.*—That such commissioners shall serve without compensation, but shall render an account to the governor of the clerical and expert service rendered and the expense of the same, together with all incidental expenses incurred by such commission, including their own expenses.

The compensation of such clerks and experts shall be fixed by the commissioners, and such compensation, together with the expenses of said commission, shall be paid, from time to time, upon the certified warrant of the auditor of state, but the total of such expenditures shall not exceed \$3,000, which sum is hereby appropriated out of any moneys in the State treasury to the credit of the general revenue fund not otherwise appropriated.

S. J. VINING,

*Speaker of the house of representatives.*

HUGH L. NICHOLS,

*President of the senate.*

Passed May 17, 1911. Approved May 18, 1911.

### OKLAHOMA.

(1919, ch. 58, p. 92.)

### CHILDREN'S CODE COMMISSION.

An act creating a commission of three persons, to be known as Children's Code Commission, prescribing the duties of such commission.

*Be it enacted by the people of the State of Oklahoma:*

SECTION 1. *Commission created.*—That the governor be, and he is hereby, authorized and required to appoint three competent persons to act as commissioners to revise, consolidate, and suggest amendments and additions to the statute laws of the State of Oklahoma which pertain to children, and which may be in force at the time such commissioners shall make their report; and in case a vacancy shall occur in such commission by reason of death or resignation, the governor is hereby authorized to fill such vacancy.

The commissioners shall be appointed and commence the discharge of their duties not later than July 1, 1919, and shall report to the governor not later



than the first day of July, 1920. Such report shall be transmitted by the governor to the session of the legislature next convening.

**SEC. 2. Duties.**—That in performing this duty such commissioners shall unify the present laws pertaining to illegitimate, defective, neglected, dependent, and delinquent children, and to their treatment, care, maintenance, custody, control, protection, and reformation; and shall suggest such amendments and additions as to them may seem best calculated to bring the statute laws of this State into harmony with the best thought on this subject. They shall arrange their report with headnotes, briefly expressive of the matters contained therein, and with marginal notes of the contents of each section and with reference to the original act from which it is compiled. They shall provide an index, for an easy reference to every portion of their report, and shall designate such statutes and parts of statutes as, in their judgment, ought to be repealed, with the reasons for such recommendation.

**SEC. 3. Powers; assistants.**—That such commissioners shall have free access to the rooms, books, and records in the several departments of the State, county, and municipal governments; may, with the consent of the governor, employ stenographers and clerks and secure such expert advice and assistance as to them may seem advisable; and shall be furnished by the State with suitable rooms in the State capitol building for the transaction of the work and with all necessary stationery.

Approved March 22, 1919.

## OREGON.

(1919, ch. 299.)

### CHILD WELFARE REVISION COMMITTEE.

To authorize the appointment of a commission to codify, classify, systematize, and index all the laws of Oregon relating to children and the preventive measures that may be operated under the statutes of the State of Oregon, and to appropriate money therefor.

**SECTION 1.** A commission is hereby created, to be known as the "Child Welfare Revision Committee," which shall be composed of three members experienced in legislative work, who shall be appointed by the governor for a term of two years from the date of the approval of this act.

**SEC. 2.** It shall be the duty of said commission to codify, classify, and index all the laws of the State of Oregon defining child dependency and delinquency, providing for court commitments and guardianships of the persons of dependent, delinquent and feeble-minded children, authorizing private agencies and institutions for the care of dependent and delinquent children and the commitment and care of feeble-minded and defective children, arranging consent to the adoption of children, regulating child placing in families, and providing for State supervision, records and reports for such child-welfare work, the code of the committee to be reported directly to the legislature for approval.

**SEC. 3.** Such committee shall serve without compensation; but the expenses of actual traveling and clerical work necessarily incurred in complying with the foregoing provisions and rendering said report, together with the expense of printing the same, shall be paid from any moneys in the general fund of the State treasury; and the sum of \$500, or so much thereof as may be necessary, is hereby appropriated out of moneys in the general fund in the State Treasury not otherwise appropriated, for the several objects and purposes hereinbefore named.

SEC. 4. The secretary of state is hereby authorized and directed to audit all duly approved claims which have been incurred in pursuance of law and the foregoing appropriation, and to draw his warrants on the State treasurer for the payment thereof.

Filed in the office of the secretary of state March 4, 1919.

## PENNSYLVANIA.

(Laws 1923, No. 411.)

An act to provide for the appointment of a commission to suggest revisions and amendments to the statutes of the State of Pennsylvania which relate to children, especially those which relate to the dependent, defective, delinquent, neglected, incorrigible, or illegitimate children; defining the powers and duties of the commission; authorizing the examination of documents, records, and papers; and making an appropriation to meet the expenses of the said commission.

SECTION 1. *Be it enacted, etc.*, That the governor of this Commonwealth is hereby authorized and directed to appoint a commission, consisting of seven citizens, of whom at least three must be women, to study all laws relating to child welfare and to suggest revisions and amendments to the statutes of Pennsylvania which relate to children, especially to those which relate to the dependent, defective, delinquent, neglected, incorrigible, or illegitimate children. The commission shall have power to employ and to fix the salaries of the necessary persons to enable the commission to perform its duties properly. The members of the commission shall receive no compensation for their services but shall be allowed their actual traveling and other necessary expenses incurred in the performance of their duties.

SEC. 2. It shall be the duty of the commission to study the laws, conditions, and practice of this State relating to child welfare, to revise and consolidate such laws, and to recommend such amendments to existing statutes of the State of Pennsylvania which relate to children, especially to those which relate to the dependent, defective, delinquent, neglected, incorrigible, or illegitimate children, or to their treatment, care, maintenance, custody, control, or protection and reformation, and such additional laws, as may be needed to embody the best thought and experience on these subjects. All recommendations of the commission shall be accompanied by concise statements of the reasons for such recommendations.

SEC. 3. The commission, or its authorized agent, shall have access to such documents, records, and papers belonging to or under the control of State, cities, counties, boroughs, and townships, and of institutions and societies dealing with children which are subject to State supervision, whenever such examination of documents, records, and papers is necessary for the compilation of statistics and facts that may be of use and value to the commission in its work.

SEC. 4. That said commissioners shall make a full report, in writing, to the general assembly which will convene in one thousand nine hundred and twenty-five, on or before the first day of February of said year.

SEC. 5. That for the purpose of said commission the sum of five thousand dollars (\$5,000), or so much thereof as may be necessary, is hereby appropriated. The said expenses shall be paid on warrants duly signed by the chairman of the commission and approved by the auditor general.

SEC. 6. The legislative-reference bureau shall render such assistance to the commission as may be, from time to time, requested.

Approved the 11th day of July, A. D. 1923.

GIFFORD PINCHOT.

The foregoing is a true and correct copy of the act of the general assembly No. 411.

CLYDE L. KING,

*Secretary of the Commonwealth.*

## SOUTH DAKOTA.

(Laws 1919, ch. 134, p. 118.)

### CREATING CHILD WELFARE COMMISSION.

An act entitled, An act creating the child welfare commission and appropriating money for its expenses.

*Be it enacted by the legislature of the State of South Dakota:*

SECTION 1. The superintendent of public instruction, the superintendent of the State board of health, the president of the woman's board of investigation, the parole officer of the State board of charities and corrections, and one citizen of the State to be appointed by the governor to serve for two years shall constitute the child welfare commission, and each shall serve without compensation.

SEC. 2. The child welfare commission shall investigate the condition of children and advise pertaining to their care and instruction; it shall examine into the condition of children employed in the industries of this State and shall advise employers pertaining to the most favorable conditions for such labor in such employment; and shall enforce the laws of the State for the protection of children so employed and shall biennially report its doings and recommendations to the governor, which report shall be published as are the reports of other State officers and boards.

SEC. 3. There is hereby appropriated out of any money in the treasury, not otherwise appropriated, the sum of five hundred dollars, or so much thereof as may be necessary in carrying out the purposes of this act during the ensuing biennium, to be paid upon the warrant of the auditor upon vouchers duly approved by the superintendent of public instruction.

Approved March 11th, 1919.

(Laws 1921, ch. 29, p. 159.)

An act entitled. An act appropriating money for the child welfare commission.

*Be it enacted by the legislature of the State of South Dakota:*

SECTION 1. There is hereby appropriated out of any moneys in the State Treasury, not otherwise appropriated, the sum of three thousand dollars (\$3,000), or so much thereof as may be necessary, for the use of the child welfare commission during the biennial period ending June 30, 1923, to be paid upon the warrant of the State auditor issued upon vouchers duly approved by the superintendent of public instruction.

Approved March 10, 1921.

(Laws 1923, ch. 122, pp. 105, 106.)

### RELATING TO CHILD WELFARE COMMISSION.

An act entitled, An act to amend sections 1 and 2 of chapter 134 of the Session Laws of 1919, relating to child welfare and providing an appropriation therefor.

*Be it enacted by the legislature of the State of South Dakota:*

That section 1, chapter 134 of the Session Laws of 1919 be amended to read as follows:

SECTION 1. Three citizens of the State of South Dakota, two of whom shall be women, to be appointed by the governor to serve for terms of two years, shall constitute the child welfare commission, and each shall serve without compensation.

That section 2, chapter 134 of the Session Laws of 1919 be amended to read as follows:

SEC. 2. The child welfare commission shall investigate the condition of children and advise pertaining to their care and instruction; it shall examine into the conditions surrounding dependent and delinquent children and the causes of their dependency or delinquency and make such recommendations as may be fitting; it shall examine into the condition of children employed in the industries of this State and shall advise employers pertaining to the most favorable conditions for such labor in such employment; and shall enforce the laws of the State for the protection of children employed; it shall prepare and submit to the legislature for its consideration at the next regular session a complete code of laws covering child life in the State of South Dakota with a view of vitalizing and making effective the work of such commission, and shall biennially report its doings and recommendations to the governor, which report shall be published as are the reports of other State officers and boards.

SEC. 3. There is hereby appropriated out of any money in the treasury, not otherwise appropriated, the sum of five hundred dollars, or so much thereof as may be necessary in carrying out the purposes of this act during the ensuing biennium, to be paid upon the warrant of the auditor upon which vouchers duly approved by the chairman of the child welfare commission.

Approved March 12, 1923.

### UTAH.

(Laws 1921, ch. 56.)

### STATE WELFARE COMMISSION.

An act creating a State Welfare Commission and defining its duties and powers.

*Be it enacted by the legislature of the State of Utah:*

SECTION 1. *State welfare commission.*—There is hereby created a commission to be known as the State Welfare Commission which shall consist of the governor, the State superintendent of public instruction, the secretary of the State board of health, and eight other members to be appointed by the governor, at least five of whom shall be women. The term of office of the commission shall be for two years. The members shall serve without pay, but the commission may, with the consent of the governor or the head of any other State department, make use of the clerical help and other facilities of such departments.

SEC. 2. *Duties.*—It shall be the duty of said commission to study and investigate the laws, conditions, practices, and institutions of this and other States and countries, relating to public health and to the dependent, neglected, delinquent, and defective classes, and upon the basis of such study to prepare amendments to and a codification of the laws of Utah pertaining to health, to the dependent, neglected, delinquent, and defective classes.

SEC. 3. *Inquiring power.*—The State welfare commission shall have authority to inquire into the conduct, management, and organization of all public institutions and agencies doing welfare work within the State.

SEC. 4. *Report.*—The commission shall file a report of its findings and recommendations with the governor not later than November 30, 1922, and shall draft such bills as may be necessary to embrace and carry out its recommendations and submit them to the next session of the legislature.

SEC. 5. *Organization.*—The commission shall perfect its own organization at its first meeting, which shall be called by the governor during the month of April, 1921.

SEC. 6. This act shall take effect upon approval.

Approved March 17, 1921.

(Laws 1923, ch. 40, p. 83.)

#### STATE WELFARE COMMISSION.

An act to amend sections 1, 3, 4, and 5 of chapter 56, Laws of Utah, 1921, relating to the continuance of the welfare commission.

*Be it enacted by the Legislature of the State of Utah:*

SECTION 1. *Sections amended.*—Sections 1, 3, 4, and 5, chapter 56, Session Laws of Utah, 1921, are hereby amended to read as follows:

SEC. 1. *State welfare commission.*—There is hereby created a commission to be known as the State welfare commission, which shall consist of the governor, the State superintendent of public instruction, the secretary of the State board of health, and eight other members to be appointed by the governor for a term of two years and until their successors are appointed and qualified, at least five of whom shall be women. The members shall serve without pay, but the commission may, with the consent of the governor or the head of any other State department, make use of the clerical help and other facilities of such department.

SEC. 3. *Inquiring power.*—The State welfare commission shall have authority to inquire into the conduct, management, and organization of all public institutions and agencies doing welfare work within the State.

SEC. 4. *Report.*—The commission shall file a report of its findings and recommendations with the governor not later than November 30, 1924, and shall draft such bills as may be necessary to embrace and carry out its recommendations and submit them to the next session of the legislature.

SEC. 5. *Organization.*—The commission shall perfect its own organization at its first meeting, which shall be called by the governor during the month of April, 1923.

Approved March 8, 1923.

#### WEST VIRGINIA.

(Laws 1921, ch. 135, p. 506.)

#### CHILD WELFARE REVISION COMMISSION.

An act creating a child-welfare commission.

[Passed April 11, 1921. In effect 90 days from passage. Approved by the governor April 11, 1921.]

*Be it enacted by the legislature of West Virginia:*

SECTION 1. There is hereby created a child welfare commission, to be composed of nine members, whose term shall be for two years, who shall serve

without compensation, and who shall be appointed by the governor within 30 days after this act takes effect.

SEC. 2. It shall be the duty of the commission, hereby created, to study and investigate the laws and conditions existing in this State relating to dependent, neglected, defective, and delinquent children, and the entire question of child welfare, and such other subjects as it finds in the course of its investigations to be connected therewith, and shall report the result of its investigation, together with its recommendations, to the next session of the legislature.

SEC. 3. The commission shall draft such bills as may be necessary to carry out its recommendations and submit them with its report, and may employ an executive secretary and incur such necessary expenses as may be approved by the governor, not to exceed the amount of money appropriated by the legislature for that purpose.

SEC. 4. Any vacancies that may occur in the commission shall be filled by the governor.

(Laws 1921 (extra session), ch. 1.)

#### APPROPRIATIONS.

##### CHILD-WELFARE COMMISSION.

SEC. 24h. To pay the secretary and necessary expenses incurred by the child-welfare commission to carry out the provisions of senate bill No. 98, to be paid on the approval of the governor, \$4,750.





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